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FOURTH BIENNIAL REPORT

OF THE

BOARD OF STATE COMMISSIONERS

OF

PUBLIC CHARITIES

OF THE

STATE OF ILLINOIS.

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PRESENTED TO THE GOVERNOR

NOVEMBER, 1876.

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SPRINGFIELD:

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1877.

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BOARD OF COMMISSIONERS.

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*President,*

GEORGE S. ROBINSON.

*Commissioners,*

Z. B. LAWSON, Chesterfield.

Term expires 1877.

GEORGE H. HOLLISTER, Rockton.

Term expires 1878.

GEORGE S. ROBINSON, Sycamore.

Term expires 1879.

JOHN N. McCORD, M. D., Vandalia.

Term expires 1880.

J. C. CORBUS, M. D., Mendota.

Term expires 1881.

*Secretary,*

FRED. H. WINES, Springfield.



STATE OF ILLINOIS,  
OFFICE OF BOARD OF PUBLIC CHARITIES.  
November 1, 1876.

HON. JOHN L. BEVERIDGE, *Governor* :

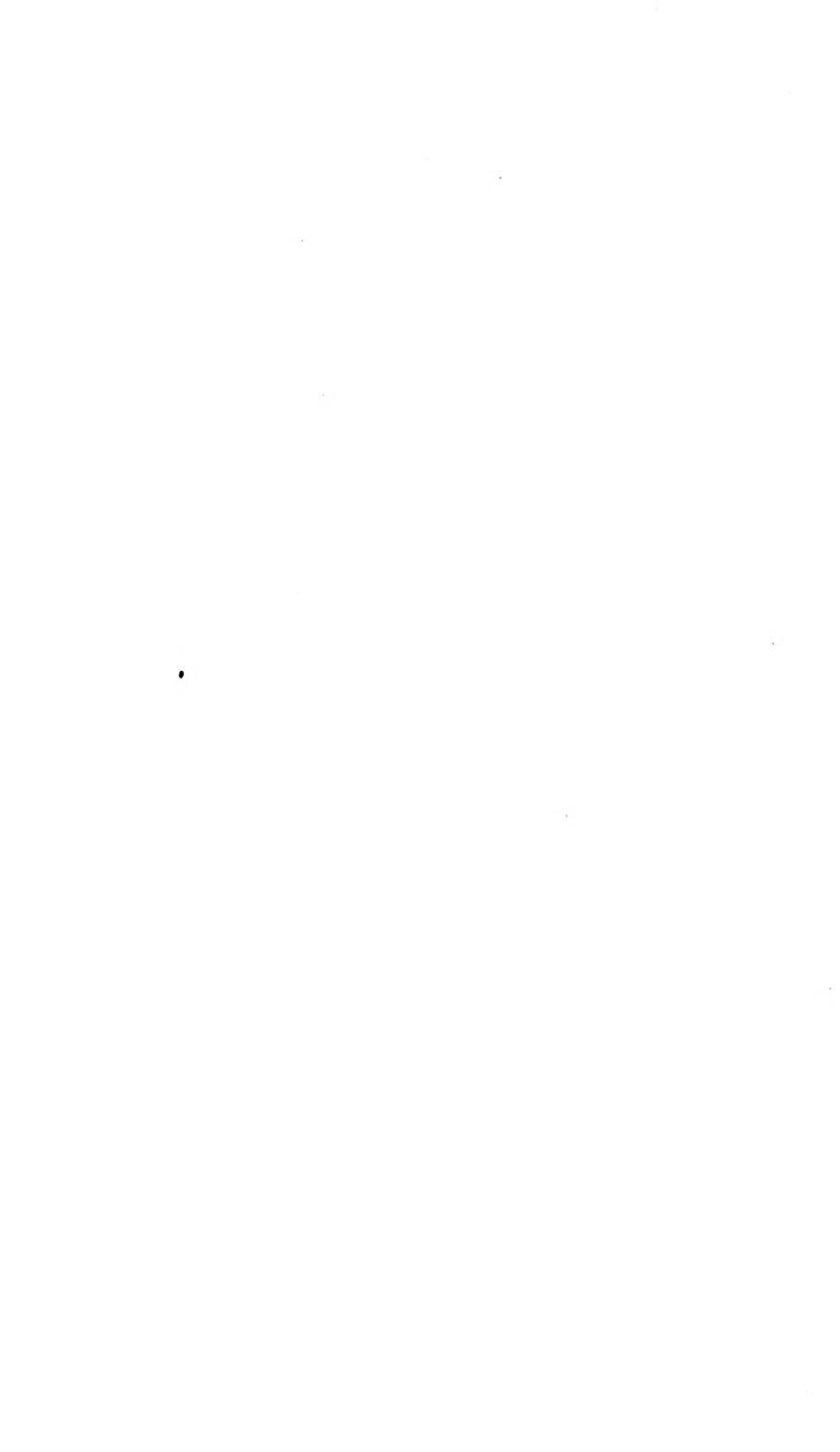
The Board of State Commissioners of Public Charities has the honor to make to you its Fourth Biennial, or Eighth Annual Report, as required by law.

We are, with respect,

Your obedient servants.

GEORGE S. ROBINSON, *President*,  
Z. B. LAWSON,  
JOHN N. McCORD,  
J. C. CORBUS,  
GEORGE H. HOLLISTER.

FRED. H. WINES, *Secretary*.



## AN ACT

*To provide for the appointment of a Board of Commissioners of Public Charities, and defining their duties and powers.*

SECTION 1. *Be it enacted by the People of the State of Illinois, represented in the General Assembly,* That within ten days after the passage of this act, the governor, by and with the consent of the senate, shall appoint five persons, to be called and known as "The Board of State Commissioners of Public Charities." One of the persons so appointed, shall hold his office for one year, one for two years, one for three years, one for four years, and one for five years, as indicated by the governor in making the appointments, and the appointments thereafter, except to fill vacancies, shall be for five years. In case of any vacancy occasioned by the removal from the state by any such person so appointed, or death or resignation, or non-acceptance of the office, or removal from office by the governor, by any such person so appointed, the governor shall immediately fill such vacancy: and all appointments made by the governor when the senate is not in session, shall be valid, until the next session of the senate.

§ 2. Before entering upon their duties, the said commissioners shall, respectively, take and subscribe the constitutional oath required of other state officers, which shall be filed in the office of the secretary of state, who is hereby authorized and directed to administer such oath. The said commissioners shall have power to elect a president out of their number, and such other officers and agents as they may deem proper, and to adopt such by-laws and regulations, for the transaction of their business, as they may consider expedient.

§ 3. The said commissioners shall have full power, at all times, to look into and examine the condition of the several institutions, which they may be authorized by this act to visit, financially, and otherwise: to inquire and examine into their methods of instruction, and the government and management of their inmates, the official conduct of trustees, directors, and other officers and employees of the same: the condition of the buildings, grounds, and other property connected therewith, and into all other matters pertaining to their usefulness and good management; and for these purposes they shall have free access to the grounds, buildings, and all books and papers relating to said institutions; and all persons now or hereafter connected with the same are hereby directed and required to give such information and afford such facilities for inspection as the said commissioners may require.

§ 4. The said commissioners, or some one of them, are hereby authorized and required, at least twice in each year, and as much oftener as they may deem necessary, to visit all the charitable and correctional institutions of the state, excepting prisons receiving state aid, and ascertain whether the moneys appropriated for their aid are or have been

economically and judiciously expended; whether the objects of the several institutions are accomplished; whether the laws in relation to them are fully complied with; whether all parts of the state are equally benefited by said institutions, and the various other matters referred to in the third section of this act; and report in writing to the governor, by the fifteenth of December, annually, the result of their investigations, together with such other information and recommendations as they may deem proper; and the said board of public charities, or one of them, shall make any special investigation into alleged abuses in any of said institutions, whenever the governor shall direct, and report the result of the same to the governor.

§ 5. The said commissioners, or one of them, shall also, at least once each year, visit and examine into the condition of each of the city and county alms or poor houses, or other places where the insane may be confined, and shall possess all the powers relative thereto, as mentioned in the third section of this act; and shall report to the legislature, in writing, the result of their examination, in connection with the annual report above mentioned.

§ 6. Whenever any charitable or correctional institutions, subject to the inspection herein provided for, require state aid for any purpose other than their usual expenses, the said commissioners, or some, or one of them, shall inquire carefully and fully into the ground of such want, the purpose or purposes for which it is proposed to use the same, the amount which will be required to accomplish the desired object, and into any other matters connected therewith; and in the annual report of each year, they shall give the result of such inquiries, together with their own opinions and conclusions relating to the whole subject.

§ 7. The said commissioners, or any one of them, are hereby authorized to administer oaths, and examine any person or persons in relation to any matters connected with the inquiries authorized by this act.

§ 8. The said board of commissioners shall have power, and they are hereby authorized to appoint a clerk, who shall hold his office during their pleasure, with a salary not exceeding —— dollars per annum, who shall, when required, act as an accountant, from time to time, as they may have occasion to investigate the financial or other affairs of any of the institutions affected by this act, or the accounts or official conduct of any of their officers; and when acting as such accountant, he shall, in addition, be allowed his actual traveling expenses.

§ 9. The number of the board of trustees of the "Hospital for the Insane," the board of directors of the "Illinois Institution for the Education of the Deaf and Dumb," the board of directors for the "Institution for Educating the Blind," and the board of trustees of the "Soldiers' Orphans' Home," respectively, shall, immediately after the passage of this act, be, by the governor, reduced to three.

§ 10. The said commissioners, or some, or any one of them, shall attend upon the session of the legislature whenever any committee of either house shall require their attendance.

§ 11. Said board of commissioners shall be furnished by the secretary of state with the necessary blank books, blanks and stationery.



§ 12. The said commissioners shall receive no compensation for their time or services; but the actual expenses of each one of them, while engaged in the performance of the duties of their office, and any actual outlay for any actual aid and assistance required in examinations and investigations, on being made out and verified by the affidavit of the commissioners making the charge, and approved by the governor, shall be paid quarterly by the treasurer, on the warrant of the auditor of public accounts, out of any moneys in the treasury not otherwise appropriated; and the clerk of the board shall be paid in like manner.

§ 13. No member of the said board of commissioners shall be, directly or indirectly, interested in any contract for building, repairing or furnishing any of the institutions which by this act they are authorized to visit and inspect; nor shall any trustee or other officer of any of the institutions embraced in this act be eligible to the office of commissioner hereby created.

§ 14. The governor is hereby authorized to remove any of the trustees and directors of any of the institutions named in the ninth section of this act, whenever in his opinion, the interests of the state require such removal; and in case of such removal, he shall communicate to the legislature the cause of such removal.

§ 15. No two members of the aforesaid boards of trustees or directors of any of said institutions shall be residents of the same county, nor shall more than one trustee or director aforesaid reside in the county where said institutions shall be respectively located. The principal of the "Institution for the Education of the Deaf and Dumb," shall continue to be, *ex-officio*, a member of the board of directors of that institution.

§ 16. All laws, or parts of laws, inconsistent with the provisions of this act, are hereby repealed.

§ 17. This act shall be in force from and after its passage.

APPROVED April 9, 1869.

## AN ACT

*To regulate the State charitable institutions and the State Reform School, and to improve their organization and increase their efficiency.*

SECTION 1. *Be it enacted by the People of the State of Illinois, represented in the General Assembly, That the state institutions hereinafter named, are hereby recognized and continued, and that they shall hereafter be known and designated by their respective titles, as expressed in this section, namely:*

### CHARITABLE.

The Illinois Central Hospital for the Insane, at Jacksonville.

The Illinois Northern Hospital for the Insane, at Elgin.

The Illinois Southern Hospital for the Insane, at Anna.

The Illinois Institution for the Education of the Deaf and Dumb, at Jacksonville.

The Illinois Institution for the Education of the Blind, at Jacksonville.

The Illinois Asylum for Feeble-Minded Children.

The Illinois Soldiers' Orphans' Home, at Normal.

The Illinois Charitable Eye and Ear Infirmary, at Chicago.

### CORRECTIONAL.

The Illinois State Reform School, at Pontiac.

§ 2. The trustees of each of the said state institutions shall be a body corporate and politic, for certain purposes, namely: To receive, hold, use and convey or disburse moneys and other property, real and personal, in the name of said corporations, but in trust and for the use and by the authority of the state of Illinois, and to control, manage and direct the several trusts committed to them respectively, including the organization, government and discipline of all officers, employees and other inmates of said institutions, with power to make contracts, to sue and be sued, plead and be impleaded, to have and to use a common seal and to alter the same at pleasure, and to exercise all other powers usually belonging and incident to such corporations and necessary for the successful discharge of the obligations devolving by law upon said boards of trust: *Provided*, that they shall not have power to bind the state by any contract beyond the amount of the appropriations which may at the time have been made for the purposes expressed in the contract, nor to sell or convey any part of the real estate belonging to their respective institutions without the consent of the legislature, except that they may release any mortgage or convey any real estate which may be held by them as security for any money or upon any trust the terms of which authorize such conveyance: *And, provided, further*, that the general assembly shall have power, at any time, to amend, alter,

revoke or annul the grant of corporate powers herein contained or heretofore expressed in any and all charters previously granted to any of said institutions.

§ 3. The object of the hospitals for the insane shall be to receive and care for all insane or distracted persons residing in the state of Illinois, who may be committed to their care in accordance with law, and to furnish all needed medical treatment, seclusion, rest, restraint, attendance, amusement, occupation and support which may tend to restore their health and recover them from insanity, or to alleviate their suffering: *Provided*, that the trustees shall have power to discharge patients and to refuse additional applications for admission to the hospitals under their care, whenever, in their judgment, the interests of the insane demand such discharge or refusal, and that in the admission and retention of patients, curable and recent cases shall have the preference over cases of long standing, and that violent, dangerous or otherwise troublesome cases shall have the preference over those of an opposite description.

§ 4. The object of the institutions for the education of the deaf and dumb, and of the asylum for feeble-minded, shall be to promote the intellectual, moral and physical culture of the classes of persons indicated in their titles, respectively, and to fit them, as far as possible, for earning their own livelihood and for future usefulness in society.

§ 5. The object of the soldiers' orphans' home shall be to provide a home for the nurture and intellectual, moral and physical culture of all indigent children below the age of fourteen years, whose fathers served in the armies of the Union during the late rebellion, and have died or been disabled by reason of wounds or disease received therein, or have since died: *Provided*, that in special cases of peculiar inability of a pupil to support himself, or herself, the trustees may retain such pupil, although above the age of fourteen years, and until such pupil has reached the age of sixteen, beyond which no pupil shall be retained.

§ 6. The object of the charitable eye and ear infirmary shall be to provide gratuitous board and medical and surgical treatment for all indigent residents of Illinois, who are afflicted with diseases of the eye or ear.

§ 7. The management of each of the state charitable institutions and of the state reform school shall be vested in a board of three trustees, to be appointed by the governor, by and with the advice and consent of the senate, and to be divided into three classes, and one class appointed every two years, to serve for six years from the first of March in each year bearing an odd number, as follows: Upon the taking effect of this act three trustees shall be appointed for each charitable institution and for the state reform school, of whom one-third shall serve until the first of March, A. D. 1877, one-third shall serve until the first of March, 1879, and one-third shall serve until the first of March, 1871, as may be determined by lot; and their successors, respectively, shall serve for six years each, and in every case a trustee shall hold his office until his successor is appointed and qualified: *Provided*, that not more than one trustee for the same institution shall be appointed from or reside in any one county, and that no person shall be appointed or serve as trustee of more than one institution at one and the same time: *And provided further*, that no superintendent or employee of any of said institutions shall be trustee thereof.

§ 8. The governor shall have power to remove any trustee for ineffi-

ciency or other good and sufficient cause, and every vacancy occurring from death, removal, or otherwise, shall be filled for the remainder of the unexpired term in the same manner as prescribed in the seventh section of this act; but if the senate be not in session when such vacancy occurs the governor shall fill such vacancy, subject, however, to the approval of the senate at its next regular session.

§ 9. Every person appointed as trustee of any state institution shall, before entering upon the duties of his office, take and subscribe the oath prescribed in the twenty-fifth section of the fifth article of the constitution of the state of Illinois, which oath shall be filed in the office of the secretary of state.

§ 10. Each of the boards of trust appointed in accordance with the provisions of this act shall have charge of the general interests of the institution committed to its care, and shall have the power to appoint such officers and other agents, not herein otherwise provided for, as may be needed for the successful management thereof, to define their duties, to fix their compensation, to remove and discharge them whenever in their judgment the welfare of the institution demands, and to make all necessary by-laws, rules and regulations for the government of the institution and its inmates: *Provided*, that no person shall be appointed superintendent of either of the hospitals for the insane, nor of the institution for the education of feeble-minded children, who is not an educated and competent physician.

§ 11. The trustees shall receive no compensation for their services; but the actual expenses of each of them, while engaged in the performance of the duties of his office, shall be audited by the board and paid out of the funds of the institution.

§ 12. The principal executive officer of each of the state charitable institutions shall be officially known and designated as the superintendent of said institution. He shall be the financial agent of the trustees, and shall have charge of the premises, property and inmates, subject to their direction. He shall, with the consent of the trustees, appoint all subordinate officers and employees, and assign them their respective duties, and may at any time discharge them from service. He shall see that all officers, agents and employees of the institution faithfully discharge their duties, and shall be held directly responsible to the trustees for the economy, efficiency and success of the internal management. In all institutions which furnish board to the inmates, the superintendent shall reside in the institution.

§ 13. The trustees of each of the state institutions shall appoint one of their own number to be president of the board and shall appoint some person not a member of the board to be treasurer of the institution. They shall also appoint such person as they may select to be their secretary.

§ 14. The treasurer and superintendent, before entering upon the duties of their office, shall each give bond payable to the People of the State of Illinois, in such amount and with such sureties, not less than two, as shall be approved by the trustees and by the governor, conditioned for the faithful performance of the duties of their office, which bond shall be filed in the office of the state commissioners of public charities, at Springfield.

§ 15. The books and papers of the treasurer shall be open at all times to the inspection of any of the trustees of his institution, officers

of state, members of the general assembly, or state commissioners of public charities.

§ 16. The treasurer shall receive and be custodian of all moneys due or belonging to the institution, whether derived from the state treasury or from other sources, and the superintendent, or any other officer into whose hands any money rightfully belonging to the institution may chance to come, shall pay over all such moneys in full to the treasurer, at least once in every month. The treasurer shall not pay out any of the funds of the institution, except on proper vouchers, namely, on the order of the board of trustees by such agent as the board may appoint, and the original orders upon which said funds are paid out shall be returned from time to time to the trustees, to be filed in the office of the institution and there permanently preserved, and the president of the board shall give his receipt to the treasurer for said orders when returned, showing in detail their numbers and amounts, which receipt shall be a final clearance of the treasurer from all further responsibility for said money so paid. The treasurer shall keep an itemized account in a substantially bound book, showing under appropriate heads, all the receipts and disbursements, in detail, with the date when and the parties from or to whom the same were received or paid, and also the current number of the order of the trustees upon which each cash payment is made.

§ 17. The trustees shall hold regular stated meetings of the board, at the institution, at least as often as once in every three months, at such times as they may appoint, and called meetings at the request of any one of their number. A majority of the board shall constitute a quorum to do business. At each regular meeting they shall inspect the institution under their charge, and they, or any one of them, may visit and inspect the same at any time.

§ 18. At each stated meeting of the board, the treasurer shall make a full report of all moneys received and paid out by him, accompanying the same with a copy of his itemized account, which account shall be verified by affidavit, and make settlement with the trustees. The superintendent shall present to the trustees an itemized statement of the kind, quality and cost of all articles purchased for the institution during the interval since the last regular meeting of the board, and a classified summary of expenses incurred, with which the report of the treasurer shall be compared. The trustees having examined said reports and accounts of the superintendent and treasurer, and the balance in the treasurer's hand, together with the amount of outstanding unpaid liabilities, shall indorse their approval thereon and transmit the same, with duplicate vouchers accompanying, to the state commissioners of public charities, at Springfield, to be filed in their office for inspection at any time by the governor and by the members of the general assembly. And no installment of any appropriation heretofore or hereafter made by the general assembly shall be due or payable to any of the state institutions until the state commissioners of public charities shall have certified to the governor the accuracy of the said statements and accompanying vouchers, which certificates shall be approved by the governor, and delivered to the auditor of public accounts.

§ 19. All appropriations for the ordinary expenses of a state institution shall be due and payable from the state treasury quarterly, in advance, unless otherwise specified in the act making said appropriations. But no appropriation, ordinary or special, nor any installment

thereof, shall be paid to or for the benefit of any institution, by the treasurer of state, except upon the warrant of the auditor of public accounts, nor shall the auditor draw his warrant therefor except upon the order of the board of trustees signed by the president and attested by the secretary, with the corporate seal of the institution, accompanied by the certificate of the commissioners of public charities, approved by the governor, as specified in the eighteenth section of this act.

§ 20. No portion of any special appropriation for the erection of any building or for the doing of any work, or for any purpose other than ordinary expenses, shall be drawn from the state treasury in advance of the work done or materials furnished, and then only upon proper estimates thereof, approved by the trustees, which estimates shall be filed in the office of the commissioners of public charities; and no portion of any appropriation for any purpose shall be drawn from the state treasury before it shall be required for the purpose for which it is made; and no appropriation which is or may be made for one purpose shall be drawn or used for any other purpose; and if at any time hereafter the sum appropriated by the general assembly for any specified purpose shall be found insufficient to complete and accomplish the purpose for which said appropriation is made, then no part of said sum so appropriated shall be expended or drawn from the state treasury, nor shall any liability on the part of the state be created on account of said appropriation.

§ 21. All moneys which have been heretofore, or which may be hereafter appropriated to any state institution for any purpose, other than for ordinary expenses, and which remain in the hands of the trustees of such institution, and are not required for the uses for which the same were appropriated, shall be paid into the state treasury immediately on the taking effect of this act.

§ 22. No trustee, treasurer, superintendent or other officer or agent appointed by virtue and under the provisions of this act, shall be directly or indirectly interested in any contract or other agreement for building, repairing, furnishing or supplying said institutions. Any violation of this section shall subject the offender, on conviction, to be punished by a fine of not more than double the amount of said contract or agreement, or by imprisonment in the penitentiary for a term of not less than one nor more than three years.

§ 23. In the matter of the purchase of supplies for an institution, the trustees shall cause such purchase to be made wherever the best grade of articles of suitable quantity can be bought at the lowest price, and so far as practicable, in large rather than in small quantities, and they shall, if in their judgment it can be done to advantage, advertise for proposals for staple supplies, such as meat, flour, sugar, coffee, tea, fuel, and other staple articles, and make contracts for the furnishing of the same in bulk or in quantities as may be needed for use: *Provided*, that the trustees shall have power, by themselves or by their financial agent, to terminate and annul such contract whenever the supplies furnished do not fully correspond in quality and quantity to the samples previously furnished by the contractors, and to the letter and spirit of the proposals made by them: *And, provided, further*, that no drawbacks, presents, or secret discounts shall be given to or received by any person whatever on account of any articles or materials furnished to or labor done for any state institution, and a violation of this proviso shall subject the offender, on conviction thereof in any court of record,

to a fine of not more than one thousand dollars or imprisonment in the penitentiary for a term of not less than one nor more than three years.

§ 24. Every state institution shall keep a register of the number of officers, employees and inmates present each day in the year in such form as to admit of a calculation of the average number present each month.

§ 25. Every state institution shall, so far as may be practicable, keep a record of stores and supplies, showing the amount of stores, etc., received and issued, with the dates and the names of the parties from or to whom the same were received or issued.

§ 26. All residents of the state of Illinois who are or may become inmates of any of the state charitable institutions, shall receive their board, tuition and treatment free of charge during their stay. The residents of other states may be admitted to said institutions upon the payment of the just costs of said board, tuition and treatment: *Provided*, that no resident of another state shall be received or retained to the exclusion of any resident of the state of Illinois: *And, provided, further*, that should any inmate be unwilling to accept gratuitous board, treatment or tuition, then any superintendent of a state charitable institution is hereby authorized to receive pay therefor, and is required to account for the same in an itemized monthly or quarterly statement to the trustees, as donations, duly credited to the persons from whom they were received; and if any superintendent shall receive any moneys for the purpose of furnishing extra attention and comforts to any inmate of the institution under his charge, he shall account for the same, and for the expenditures, in like manner, to the trustees: *And, provided, further*, that until July 1, 1877, superintendents of state institutions are hereby authorized to charge for board to inmates as heretofore authorized by law.

§ 27. In all cases where persons sent to the institution for the blind, the institution for the deaf and dumb, or the institution for feeble minded children, are too poor to furnish themselves with sufficient clothing, and pay the expenses of transportation to and from the institution, the judge of the county court of the county where any such person resides, upon the application of any relative or friend of such person, or of any officer of his town or county (ten days' notice of which application shall be given to the county clerk), may, if he shall deem such person a proper subject for the care of either of said institutions, make an order to that effect, which shall be certified by the clerk of the court to the principal or superintendent of such institution, who shall provide the necessary clothing and transportation at the expense of the county, and upon his rendering his proper accounts therefor semi-annually, the county board shall allow and pay the same out of the county treasury.

§ 28. On or before the first day of November preceding each regular session of the general assembly, the trustees of each of the state institutions named in this act shall make out and transmit to the state commissioners of public charities, and they, if they find the same to be correct, shall deliver the same to the governor, a full and detailed statement of all their transactions and doings for the two years ending on the thirtieth day of September immediately preceding, showing, for the two years, and for each of them, separately, the number of inmates admitted and discharged since their last report, the number

then remaining in the institution, the average annual attendance, the receipts, disbursements and expenditures of moneys and other funds, the valuation of property in the hands of the trustees, the amount of each appropriation or fund under their control, and the balance thereof remaining unexpended in their hands or in the treasury of the state. The reports required by this section shall be accompanied with a cash statement made by the treasurer of the institution, and such other information, financial, statistical or otherwise, in such tabulated form as the commissioners of public charities may prescribe and require: *Provided*, that the said commissioners shall prescribe forms of statements as nearly uniform as may be practicable for all the institutions, to the end that their accounts may be compared and consolidated for the information of the general assembly: *And, provided, further*, that the said commissioners may call for and require special reports when, in their judgment, the public interest shall demand the same.

§ 29. The number of copies of the several reports of the state institutions named in this act, now or hereafter prescribed by law, shall be printed and published under the supervision of the state commissioners of public charities, who shall have said reports printed, bound and ready for distribution to the members of the general assembly, within ten days after the meeting thereof.

§ 30. The board of state commissioners of public charities, created by an act approved April 9, 1869, is hereby recognized and continued, and the powers heretofore granted to said board, of visitation, investigation, inquiry, counsel, recommendation and report, with respect to the management and affairs of the state and county charitable and correctional institutions, are hereby confirmed, and the same jurisdiction now exercised by said board over a portion of the state institutions is extended so as to apply to all penal institutions, all of which shall hereafter be subject to visitation and investigation by said board.

§ 31. It shall be the duty of the superintendent of public instruction to visit such of the charitable institutions of the state as are educational in their character, and to examine their facilities for instruction; and the several superintendents of these institutions shall make to him reports, at such times, on matters educational relating to their institutions, and in such forms as he may prescribe.

§ 32. All acts and parts of acts inconsistent with the provisions of this act are hereby repealed.

APPROVED April 15, 1875.



## AN ACT

*To change the fiscal year of the State and designate the time reports shall be made to the Governor by the Secretary of State, Auditor of Public Accounts, State Treasurer, Adjutant General, State Entomologist, Commissioners of the Penitentiary, Trustees of the Industrial University, the Trustees of the Normal Universities, the State Board of Agriculture, the Trustees of the Reform School, the Board of Public Charities, and the Trustees of the State Charitable Institutions.*

SECTION 1. *Be it enacted by the People of the State of Illinois, represented in the General Assembly,* That the fiscal year of this state shall commence on the first day of October, and close on the thirtieth day of September.

§ 2. The secretary of state, auditor of public accounts, state treasurer, adjutant general, state entomologist, commissioners of the penitentiary, trustees of the industrial university, the trustees of the normal universities, the state board of agriculture, the trustees of the reform school, the board of public charities, and the trustees of the state charitable institutions shall on or before the first day of November, in the year eighteen hundred and seventy-six, and biennially thereafter, make and deliver to the governor such reports as they are now required by law or the constitution to make of their acts and doings, respectively, closing with the fiscal year preceding each regular session of the general assembly, and no other annual or biennial report shall be made by such officers.

§ 3. The commissioners of the penitentiary, the trustees of the normal universities, the trustees of the industrial university, the state board of agriculture, the trustees of the reform school, and the trustees of the state charitable institutions shall arrange their reports required by the second section of this act so as to show the acts and doings of each fiscal year separately.

§ 4. An account shall be kept by the officers of the executive department, and of all the public institutions of the state, of all moneys received or disbursed by them, severally, from all sources and for every service performed, and a semi-annual report thereof be made to the governor, under oath.

APPROVED March 29, 1875.



## FOURTH BIENNIAL REPORT.

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The General Assembly of the State of Illinois, at its last session, adopted an act, approved April 15th, 1875, changing the fiscal year of the state, so that it now ends on the 30th of September, instead of the thirtieth of November, as heretofore. This law took effect July 1st, 1875. The fiscal year 1874-5, therefore, included only ten months, instead of a full year, and the whole period covered in the present report is twenty-two months, from the first of December, 1874, to the thirtieth of September, 1876.

### JURISDICTION OF THE BOARD.

The General Assembly also adopted an act, approved April 15th, 1875, to regulate the state charitable institutions, and the State Reform School, to improve their organization and to increase their efficiency. By the terms of this act, as understood by the Commissioners of Public Charities, the jurisdiction over the Normal and Industrial Universities, formerly exercised by this Board, was taken away. Our opinion was confirmed by that of the Attorney General, given in writing, at our request, on the 27th of May, 1875, and we have not, since the passage of the act, visited the Universities nor held any official communication with their officers or directors. On the other hand, the jurisdiction of the Board was extended to the State Reform School, at Pontiac. In the thirtieth section of the act, an effort seems to have been made to include the State Penitentiary also, in the words, "the same jurisdiction now exercised by said board over a portion of the state institutions is extended so as to apply to all penal institutions, all of which shall hereafter be subject to visitation and investigation by said board." But the omission of any reference, in the title of the act, to the contents of this section, was held by the Attorney General, to render its provisions null. This was our own view, and we have not exercised nor claimed any jurisdiction over the Penitentiary.

There are, therefore, at the present time, nine institutions subject to the supervision of this Board, namely: three Hospitals for the Insane, the Institution for the Education of the Deaf and Dumb, the Institution for the Blind, the Asylum for Feeble-Minded Children, the

Soldiers' Orphans' Home, the Illinois Charitable Eye and Ear Infirmary, and the State Reform School.

We regard the act to regulate the state institutions, enacted by the last Assembly, as one of the best and most satisfactory laws, in its practical working, to be found upon our statute books. It has greatly facilitated our examination of their affairs; and the accounts and records in our office, in the new State House, will afford to the General Assembly the fullest and most certain means of investigating thoroughly any question which may arise respecting their financial management. The law, however, did not take effect until July 1st, 1875, so that we have no statements upon file for the first seven months of that year. At the expiration of the next two years we shall have statements for the full time embraced in our biennial report and we hope to be able to make a more complete exhibit of the transactions of this department of the government than has ever yet been made to the legislature of Illinois.

#### AMOUNT OF MONEY TO BE ACCOUNTED FOR.

On the first of December, 1874, there were, in the hands of the several treasurers of the institutions under our care, the following cash balances:—

Northern Insane Hospital.....	\$6,661 38
Central Insane Hospital.....	1,878 62
Southern Insane Hospital.....	4,868 74
Institution for the Deaf and Dumb.....	27,933 83
Institution for the Blind.....	1,492 98
Asylum for Feeble-Minded Children.....	7,338 30
Soldiers' Orphans' Home.....	6,156 65
Eye and Ear Infirmary.....	2,393 23
State Reform School.....	1,163 77

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Total.....\$59,887 50

In addition to these balances in the possession of the institutions, they had, in the state treasury, unexpended balances of appropriations undrawn, to the amount of \$284,778 45, as follows:—

Northern Insane Hospital.....	\$35,755 80
Central Insane Hospital.....	62,333 33
Southern Insane Hospital (Trustees).....	26,168 46
Southern Insane Hospital (Commissioners).....	34,422 58
Institution for the Deaf and Dumb.....	43,214 16
Institution for the Blind.....	14,551 64
Asylum for Feeble-Minded Children.....	14,247 29
Soldiers' Orphans' Home.....	30,022 26

Eye and Ear Infirmary.....	9,500 00
State Reform School.....	14,562 93
Total.....	<u>\$284,778 45</u>

Of this unexpended balance in the state treasury, \$231,802 32 was for the ordinary expenses of the institutions until the first of July, 1875. The remainder, \$52,976 13, had been appropriated for specific uses.

The last General Assembly appropriated, for the use of these nine institutions, the sum of \$1,376,830 00, which was apportioned among them as shown in the following statement:—

Northern Insane Hospital.....	\$206,480 00
Central Insane Hospital.....	192,500 00
Northern Insane Hospital (Trustees).....	125,800 00
Southern Insane Hospital (Commissioners).....	158,500 00
Institution for the Deaf and Dumb.....	181,750 00
Institution for the Blind.....	63,000 00
Asylum for Feeble-Minded Children.....	234,000 00
Soldiers' Orphans' Home.....	103,500 00
Eye and Ear Infirmary.....	24,300 00
State Reform School.....	87,000 00
Total.....	<u>\$1,376,830 00</u>

Of this amount, \$884,500 was appropriated for the ordinary expenses for two years, from the first of July, 1875, to the thirtieth of June, 1877. The remainder of the appropriations, amounting to \$492,330, were for special purposes, the larger portion being set aside for the erection of the Asylum for Feeble-Minded Children and for the completion of the Southern Hospital for the Insane, namely, \$185,000 for the former and \$158,500 for the latter.

In addition to the income derived from appropriations, the institutions receive a minor income from the proceeds of sales of farm produce, stock, and manufactured articles, from collections for clothing, etc. The amount of this miscellaneous income, during the past twenty-two months, has been:—

Northern Insane Hospital.....	\$31,405 68
Central Insane Hospital.....	39,243 18
Southern Insane Hospital (Trustees).....	10,112 24
Southern Insane Hospital (Commissioners).....	269 08
Institution for the Deaf and Dumb.....	13,175 55
Institution for the Blind.....	3,041 40
Asylum for Feeble-Minded Children.....	5,053 57
Soldiers' Orphans' Home.....	1,144 91
Eye and Ear Infirmary.....	4,136 76

State Reform School.....	8,713 67
Total.....	\$116,326 04

This, then, is the total amount to be accounted for in the present report, and in the reports of the institutions herewith transmitted :—

Balances, December 1st, 1874.....	\$59,887 50
Former appropriations, undrawn.....	284,778 45
Appropriations by 29th General Assembly.....	1,376,830 00
Miscellaneous income.....	116,326 04

Total.....	\$1,837,821 99
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It is evident that this amount must have been expended by the institutions, or remain either in the state treasury, or in the hands of the local treasurers.

#### SUMMARY STATEMENT OF CREDITS, TO BALANCE THE ACCOUNT.

The amount remaining in the state treasury, undrawn, September 30th, 1876, was \$566,836 79 :—

Northern Insane Hospital.....	\$67,930 28
Central Insane Hospital.....	73,376 62
Southern Insane Hospital (Trustees).....	44,172 34
Southern Insane Hospital (Commissioners).....	103,427 29
Institution for the Deaf and Dumb.....	57,238 31
Institution for the Blind.....	20,422 30
Asylum for Feeble-Minded Children.....	118,422 56
Soldiers' Orphans' Home.....	38,756 36
Eye and Ear Infirmary.....	9,667 30
State Reform School.....	33,423 43
Total.....	\$566,836 79

Of this amount, \$333,750 is for ordinary expenses, until June 30th, 1877 ; \$203,474 85 is for the completion of the Southern Insane Hospital and the Asylum for Feeble-Minded Children ; and the remainder, \$29,611 94, is for other special purposes.

The amount remaining in the hands of local treasurers, September 30th, 1876, was :—

Northern Insane Hospital.....	\$6,108 48
Central Insane Hospital.....	21,913 68
Southern Insane Hospital (Trustees).....	13,617 85
Southern Insane Hospital (Commissioners).....	77 71
Institution for the Deaf and Dumb.....	6,517 71
Institution for the Blind.....	2,972 95
Asylum for Feeble-Minded Children .....	25 26
Soldiers' Orphans' Home.....	6,075 23

Eye and Ear Infirmary.....	1,421	26
State Reform School.....	3,460	16

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Total.....	\$62,190	29
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The cash disbursements by the state institutions, during the past twenty-two months, were :—

Northern Insane Hospital.....	\$206,265	22
Central Insane Hospital.....	200,664	83
Southern Insane Hospital (Trustees).....	109,189	25
Southern Insane Hospital (Commissioners).....	89,686	66
Institution for the Deaf and Dumb.....	202,317	26
Institution for the Blind.....	58,690	78
Asylum for Feeble-Minded Children.....	142,191	33
Soldiers' Orphans' Home.....	95,969	97
Eye and Ear Infirmary.....	29,241	43
State Reform School.....	74,556	78

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Total.....	\$1,208,773	51
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By adding these figures, together with \$21 43, the amount of former appropriations, which have lapsed because not drawn, we have as their sum, \$1,837,821 99, the amount to be accounted for, thus :—

Cash disbursements.....	\$1,208,773	51
Cash balances, September 30th, 1876.....	62,190	29
Appropriations undrawn September 30th, 1876.....	566,836	79
Appropriations lapsed.....	21	40

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Total.....	\$1,837,821	99
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The details of these receipts and disbursements will be found in the tables appended to this report and in the reports of the several institutions. Of the entire amount of cash payments, \$344,970 08 was paid prior to the first of July, 1875, and \$863,803 43 since that date. For all payments made during the past fifteen months (since the taking effect of the act to regulate the state institutions), receipted vouchers will be found, properly tied up in bundles, labeled and indexed, in the office of the Board of Public Charities, where they are subject to the examination of the General Assembly.

#### OUTSTANDING INDEBTEDNESS.

There is a palpable distinction between cash disbursements and expenses incurred, which nowhere needs to be more clearly present to the mind than in the examination of accounts like those under consideration; and especially when the examination made is to determine the estimate and allowances for future expenses. We have endeavored to impress upon the institutions and their officers the necessity of

not only living within their income, but of making full and final settlement with all creditors, before closing their accounts for the year and making report of their financial situation to the legislature. In this attempt, we have been partially but not wholly successful. At the date of our last report, the institutions reported outstanding indebtedness to the amount of more than thirty-five thousand dollars, which has all been paid, except one item of \$2,332 34, due by the Institution for the Education of the Blind to the contractors who erected the centre building and put in the steam-heating apparatus. An application was made to the last General Assembly for an appropriation for this purpose, but the bill failed to receive the necessary assent of two-thirds of the members, and this claim, which we believe to be just and lawful, remains unpaid. Leaving this out of the account, the outstanding indebtedness, on account of the expenses of the two years just closed, is only \$1,889 90 and is divided among four institutions, namely :—

Northern Hospital for the Insane.....	\$1,750 53
Southern Hospital for the Insane.....	97 45
Asylum for Feeble-Minded Children.....	4 21
Soldiers' Orphans' Home.....	37 71
Total.....	<hr/> \$1,889 90

The item of \$1,750 53 is the pay-roll for the month of September. The item of \$4 21 is an old outstanding order which will never be presented for payment. The other two items are due on special appropriation account, and will be paid out of funds in the state treasury. We think this a very satisfactory showing. Although the appropriations for ordinary expenses have been materially reduced below the sums asked for by the institutions, no deficiency has been created, in consequence, and every institution reports a surplus on hand, after all indebtedness is liquidated. Upon this result, we congratulate the institutions and the people of the state.

#### EXPENSES, FOR TWENTY-TWO MONTHS.

The actual expense, for twenty-two months, has been :—

##### *Ordinary Expenses.*

Northern Insane Hospital.....	\$182,950 35
Central Insane Hospital.....	187,885 25
Southern Insane Hospital.....	89,888 41
Institution for the Deaf and Dumb.....	135,066 39
Institution for the Blind.....	50,493 92
Asylum for Feeble Minded Children.....	49,714 63
Soldiers' Orphans' Home.....	90,203 15



Eye and Ear Infirmary.....	22,039 96
State Reform School.....	54,547 74
Total ordinary.....	<u>\$862,789 80</u>

*Special Expenses.*

Northern Insane Hospital.....	823,808 95
Central Insane Hospital.....	12,770 58
Southern Insane Hospital (Trustees).....	19,398 29
Southern Insane Hospital (Commissioners).....	89,686 66
Institution for the Deaf and Dumb.....	47,969 65
Institution for the Blind.....	8,196 86
Asylum for Feeble Minded Children.....	84,952 44
Soldiers' Orphans' Home.....	5,804 53
Eye and Ear Infirmary.....	7,201 47
State Reform School.....	18,450 59
Total special.....	<u>318,450 59</u>
Total ordinary.....	<u>862,789 80</u>
Total expense.....	<u>\$1,181,240 39</u>

The figure representing the total expense, for twenty-two months, will not be the same as the total cash disbursements: because, first, a portion of the cash disbursements were for expenses of the year 1874; and second, the expenses of 1875-6 have not all been paid, as has been explained above.

ORDINARY EXPENSES.

The ordinary expenses of the institutions are paid out of the appropriations made for that purpose, and from the petit or contingent funds derived from receipts from other sources than the state treasury. In the case of the Institution for the Deaf and Dumb, under authority of section one of the act for the completion of the school building, all unexpended balances in the hands of the treasurer on the first day of July, 1875, or so much thereof as might be necessary, were appropriated for that purpose. The balance of the petit fund, on the day named, was \$10,796 85, and this entire amount was consumed upon the building. In all other cases the petit fund is reckoned as part of the ordinary expense fund.

For the information of the General Assembly as to the disposition made of the ordinary expense funds, we furnish the following tables.

CLASSIFIED SUMMARY of the Ordinary Expenses of Nine State Institutions, during the ten months, from December 1, 1874, to September 30, 1875.

Item.	Hospitals for the Insane.			Asylum for Feeble-minded Children.	Institutions for the—			Soldiers' Orphans' Home.	Eye and Ear Infirmary.	Reform School.	Total.
	Hospitals for the Insane.				Blind.	Deaf and Dumb.					
	Northern.	Central.	Southern.								
Improvements and repairs .....	\$6,218 67	\$2,555 21	\$1,737 53	\$541 17	\$1,005 71	\$365 43	\$2,421 35	\$406 75	\$722 81	\$15,974 96	
Furniture .....	1,719 96	1,680 17	683 35	514 57	924 19	2,076 22	1,225 22	171 50	1,160 31	9,570 70	
Food .....	17,157 73	25,827 52	11,969 57	5,155 50	5,381 69	10,749 19	12,707 28	3,642 43	5,671 66	98,382 57	
Clothing, bedding, etc .....	6,163 31	8,703 80	2,305 61	1,806 40	472 44	2,827 69	6,606 16	96 41	2,467 49	31,773 37	
Laundry supplies .....	1,299 97	800 47	493 01	233 48	131 68	1,069 35	785 85	102 63	333 71	5,289 63	
Household expenses .....	424 10	400 25	273 58	203 97	157 98	334 64	371 87	35 48	122 11	2,344 26	
Fuel .....	12,173 96	3,657 62	1,643 60	383 11	1,217 11	3,445 19	863 49	1,235 50	1,846 53	29,063 02	
Light .....	632 28	1,773 79	706 22	440 54	442 59	1,742 45	266 14	181 50	370 07	7,152 93	
Medicine and medical supplies .....	2,100 74	1,827 10	1,170 63	155 36	186 65	293 54	266 14	227 06	152 13	6,269 35	
Salaries and wages .....	19,958 15	25,601 85	13,654 95	7,219 77	11,810 20	25,577 17	10,047 20	2,581 76	8,175 67	124,326 12	
Books and stationery .....	267 80	407 16	145 54	214 66	354 14	51 10	607 65	102 13	277 65	2,888 50	
Printing and advertising .....	184 75	611 85	128 65	197 50	35 60	51 10	260 50	98 95	149 95	2,001 25	
Music .....	52 35	53 39	4 00	4 10	94 25	5 00	5 00	.....	.....	213 30	
Amusements .....	263 15	109 45	30 34	134 78	31 65	169 50	21 40	.....	.....	700 27	
Freight and transportation .....	6,024 85	1,962 75	3,768 73	505 99	335 26	686 71	1,541 68	161 81	2,264 33	17,260 11	
Postage .....	264 40	221 35	95 00	190 57	82 11	193 22	140 40	44 00	97 05	1,431 20	
Farm and garden .....	1,772 70	1,332 49	549 12	1,657 89	909 95	1,731 55	1,108 34	177 12	771 57	10,013 73	
Expenses of shops .....	.....	58 80	.....	.....	1,195 17	2,684 28	.....	.....	160 91	4,099 16	
Machinery .....	.....	.....	8 30	.....	.....	.....	.....	.....	.....	8 30	
Apparatus .....	.....	.....	.....	51 52	.....	.....	.....	.....	.....	51 52	
Expenses not classified .....	348 30	305 14	79 35	992 28	365 40	838 76	1,316 50	102 00	151 50	5,099 51	
Total .....	\$77,601 50	\$78,636 35	\$38,876 75	\$20,901 76	\$24,763 77	\$35,260 86	\$43,426 43	\$9,586 45	\$25,144 94	\$373,998 79	

NOTE.—The foregoing table exhibits the expenses incurred (the actual cost of running), during the fiscal year 1875. The payments by treasurers during the same period will cover amounts paid on the expenses of the year previous, and a portion of the above expense was not paid until the year following.

*CLASSIFIED SUMMARY of the Ordinary Expenses of Nine State Institutions, during the twelve months, from October 1, 1875, to September 30, 1876.*

Item.	Hospitals for the Insane.			Asylum for Feeble-minded Children.		Institutions for the—		Soldiers' Orphans' Home.	Eye and Ear Infirmary.	Reform School.	Total.
	Northern.	Central.	Southern.	Deaf and Dumb.							
				Blind.	Deaf and Dumb.						
Improvements and repairs.....	\$5,114 40	\$11,750 92	\$682 75	\$294 79	\$908 69	\$1,346 88	\$2,227 74	\$171 05	\$1,225 65		\$23,810 87
Furniture .....	181 28	3,501 51	2,879 87	1,079 21	3,708 96	221 30	1,053 62	351 40	1,419 29		11,685 54
Food .....	23,995 57	39,138 88	16,558 95	7,576 03	5,501 66	14,911 12	14,203 60	5,525 03	6,296 95		124,537 79
Clothing, bedding, &c.....	9,700 27	12,608 08	2,284 81	3,684 51	5,365 68	4,668 70	8,445 17	69 29	3,397 90		45,391 27
Laundry supplies.....	1,363 31	1,106 62	721 73	382 08	1,533 18	1,750 01	840 77	185 11	153 52		6,339 36
Fuel.....	846 78	143 46	371 53	381 23	1,372 80	408 75	333 04	92 83	477 67		3,507 91
Light.....	11,115 84	5,133 89	2,188 40	875 71	1,505 69	5,151 32	3,065 24	1,212 30	2,001 15		35,659 71
Medicine and medical supplies.....	1,116 17	2,012 46	1,006 27	401 06	293 55	1,837 66	853 72	258 10	330 13		8,212 42
Salaries and wages.....	3,112 16	1,321 25	1,363 06	258 13	141 65	406 81	359 01	319 07	226 30		8,987 80
Books and stationery.....	32,027 15	30,025 37	17,264 14	8,901 28	12,139 05	34,174 21	12,932 35	3,633 86	9,581 07		102,301 71
Printing and advertising.....	262 31	667 98	117 29	155 01	701 66	1,502 45	522 77	113 70	221 16		4,375 66
Music.....	212 00	603 40	163 50	264 90	81 60	1,032 35	258 53	119 30	181 14		2,017 17
Amusements.....	21 70	13 23	21 50	13 11	142 97	7 00	73 50		4 75		327 79
Freight and transportation.....	529 25	524 60	342 97	106 93	355 43	20 00	20 00		1,909 78		1,909 78
Postage.....	6,302 51	1,532 25	4,058 60	1,270 25	339 03	1,615 93	539 08	88 90	2,002 26		17,869 41
Farm and garden.....	411 57	268 51	111 86	92 10	55 86	194 00	170 86	42 58	102 82		1,443 79
Expenses of shops.....	1,675 66	2,136 91	501 90	1,196 82	777 98	3,372 37	1,927 60	198 27	1,097 35		15,302 35
Machinery.....	53 06	356 51	79 85	100 00	757 76	3,636 46			139 96		5,293 60
Apparatus.....		28 00	25 71	110 08		20 00			67 33		221 04
Expenses not classified.....	373 73	206 20		110 08		20 00					136 38
Total.....	\$105,348 85	\$109,218 90	\$51,011 68	\$28,812 87	\$25,730 15	\$79,805 53	\$16,776 72	\$12,653 51	\$29,402 80		\$488,791 01

NOTE.—The foregoing table exhibits the *expenses incurred* during the fiscal year 1876. But there have been omitted from this table \$1,354 51 expense on account of school building for the deaf and dumb; and also \$117 66 freight on chairs by the State Reform School, the latter being simply an advance by the institution, to accommodate the contractor for boys' labor, who repaid the same to the institution.

It is not necessary to remark at any great length upon these tables, as they are sufficiently clear, and the detailed items of expense included under the several headings are fully set forth in the financial statement contained in the several institution reports.

It will be observed that the principal item of cost is for salaries and wages. This fact has sometimes furnished an apparent basis for criticism. But it must be remembered that the persons for whose benefit the institutions are erected and maintained are helpless and must be cared for. They are ignorant and must be instructed. They are children and must be nurtured. If they were capable of self-direction, they would not need the shelter and support afforded them. Not being capable of self-direction, others must perform the services necessary for their relief from the misfortunes of which they are the unhappy victims, and this service cannot be rendered gratuitously, nor do the tax-payers of the state desire that it should be. We can assure the legislature from our personal knowledge and observation, that there are few, if any, supernumeraries or drones in any of the institutions subject to our inspection. Neither are the salaries paid, as a rule, larger than is necessary to secure the right kind of service—competent, efficient, humane and trustworthy. In some instances, they appear to us to be rather high for the amount and kind of service rendered; in others, they are surprisingly low. But in order that the General Assembly may form its own conclusions as to this point, we call attention to certain tables printed elsewhere in this report, showing the number of employees, the nature of the service rendered, and the rate of compensation for the fiscal year 1875-6.

The second principal item is for "food." The daily expenses for each inmate, including the officers and employees, is shown in the following table, for the last year only.

TABLE.

Institutions.	Total cost.	Number of days board.	Cost per day.
Northern Insane.....	\$23,995 57	203,000	11.82 cents
Central Insane.....	30,138 88	203,755	14.79 "
Southern Insane.....	16,358 95	94,460	17.32 "
Deaf and Dumb.....	11,911 02	103,029	14.50 "
Blind.....	5,501 66	28,314	19.43 "
Feeble-Minded.....	7,576 03	39,099	19.38 "
Soldiers' Orphans.....	14,203 60	106,519	13.33 "
Eye and Ear.....	5,525 03	19,824	27.82 "
Reform School.....	6,296 95	72,834	08.65 "
Total.....	\$124,537 79	874,834	11.23 cents.

The lowest average shown is for the Reform School, about eight and two-thirds cents per day, which is accounted for by the fact that the inmates receive prison-fare. The other institutions range in inverse proportion to the number of inmates—a larger number of inmates costing less *per capita* for food than a smaller number. The highest

average is in the Eye and Ear Infirmary, which is in the city of Chicago, where prices are comparatively high, and it has the fewest inmates. The table set at the infirmary is probably better than is necessary, and this expense ought to be reduced somewhat in the next two years. The average for all the institutions is a little less than fourteen and a quarter cents per day for each person fed, which certainly does not seem unreasonable.

"Fuel" is a very heavy item of expense in the institutions. There are two reasons for this: the area to be heated is immense, and vastly larger than any one who has not visited a public institution would be likely to imagine; and they are all heated by steam, a mode of heating whose convenience, cleanliness and security have recommended it for general adoption, but which nevertheless has its disadvantages, among which must be reckoned its permanent as well as original cost. A portion of the heat evolved from the coal is lost in the process of generating the steam, and the steam parts with a portion of its heat by condensation, before doing the work assigned to it. Then, in severe or very cold weather, the steam must be kept in circulation by night as well as by day, to prevent the bursting of the pipes by accidental freezing. We call attention to the comparatively small cost of heating the building at Jacksonville, now occupied by the Feeble-Minded Children, by means of stoves; but the presence of the stoves is a constant source of anxiety and of peril, not only to property but to life. The amount paid for fuel at the Northern Hospital for the Insane, appears to be and is excessively large. Besides the greater length of the winters and the lower average temperature in the region of Elgin than in localities farther south, the truth is, that the heating apparatus and the ventilation of that institution are not well planned, and require material modifications. The authorities of the hospital have adopted plans for such alterations as, in the opinion of Carlyle Mason, of Chicago, an expert, will greatly reduce the annual consumption of coal at Elgin, and those plans will be executed whenever the General Assembly makes the necessary appropriations. This subject will come up again for notice in the present report.

The outlay for "clothing, bedding, etc.," is also large, especially in the hospitals for the insane, where there is much destruction by patients. The expense for clothing is not so great as it appears, however, for the reason that it is charged to the inmates or to the counties by whom they are sent, and the bills collected, so that there is a petit income from this source. This will appear more clearly from the following table, which exhibits the total outlay for clothing, etc., and the amount collected on this account, in each of the institutions, for each of the years 1874-5 and 1875-6. The income, of course, should not, year by year, equal the expenditure, because in the expenditure is included

the cost of blankets, sheets, towels, etc., etc., which are furnished by the institutions. Three of the institutions, namely, the Soldiers' Orphans' Home, the Eye and Ear Infirmary and the Reform School, are not authorized by law to make any charge for clothing.

TABLE.

1874-5.

Institutions.	Total cost.	Amount collected.	Excess of cost.	Excess collected.
Northern Insane.....	\$6,403 34	\$3,917 86	\$2,485 48	.....
Central Insane.....	8,704 13	10,859 95	.....	2,155 82
Southern Insane.....	2,395 64	1,453 01	942 63	.....
Deaf and Dumb.....	2,827 69	7,277 91	.....	4,450 22
Blind.....	472 44	126 15	346 29	.....
Feeble-Minded.....	1,806 40	1,601 30	205 10	.....
Total.....	\$22,609 64	\$25,236 18	.....	\$2,626 54

1875-6.

Northern Insane.....	\$9,700 27	\$14,918 82	.....	\$5,218 55
Central Insane.....	12,608 08	11,414 06	\$1,194 02	.....
Southern Insane.....	2,284 84	2,746 24	.....	461 40
Deaf and Dumb.....	4,668 70	2,284 97	2,383 73	.....
Blind.....	535 68	111 80	123 88	.....
Feeble-Minded.....	3,684 34	2,097 10	1,587 24	.....
Total.....	\$33,481 91	\$33,872 99	.....	\$391 08

According to this statement, these six institutions have, during the past two years, collected in the aggregate \$3,017 62 more money upon this account than they have received. Three of them have collected more than they have spent, namely, the Northern Insane Hospital, \$2,733 07; the Central Insane Hospital, \$961 80; and the Institution for the Deaf and Dumb, \$2,066 49. The remaining three have spent more than they have collected. In explanation it may be said that the expenses and collections are for different periods. A special effort has been made by some of the institutions to collect all bills outstanding. The collections would have been still larger but for the fact that a number of the counties pay the bills of the state of Illinois in county orders, which are not worth their face, and the institutions suffer loss in consequence. This is an injustice to other counties, which pay in full, which certainly calls for a remedy by some appropriate legislation. For some pertinent remarks on this subject see the report of the superintendent of the Southern Hospital for the Insane.

We need not speak of all the items of ordinary expense in detail, and will dismiss the subject with a few additional remarks.

The item for "freight" includes transportation of every description, whether of goods or of persons, by freight, express, wagon, or passenger car. Many articles cannot be purchased in the towns where the institutions are situated; others can be bought to better advantage in a

larger market, thus saving the profits otherwise paid to middle-men. The chief expense under this head is freight on coal and the cost of hauling it from the depot.

"Farm and garden" expense includes the amounts paid for stock, tools, seed, vehicles, harness, etc. We have not sufficient *data* at our command to enable us to determine to what extent the farms owned and cultivated by the institutions are a source of revenue or a saving of expense to the state. The cash proceeds of sales of stock and farm produce are very small. In the year 1875, they amounted, for all the institutions, to \$2,476 73, an apparent loss of \$7,537; and in 1876, to \$3,719 51, an apparent loss of \$11,582 84. There was, of course, no such actual loss, for the reason that the excess of outlay represents value received in the form of fruits, vegetables, milks, poultry, eggs, pork, etc., consumed within the institution, for which, without the farms, cash must have been paid. They also furnish occupation to the inmates of the institutions, which has a medical or an educational value not easily estimated in dollars and cents. In some of the institution reports will be found detailed statements of the amount of produce raised and consumed, to which the attention of the General Assembly is respectfully directed.

In "amusements" is counted everything purchased to relieve the monotony of institution life, including pictures, picture-frames, etc., which are especially necessary and useful in the hospitals for the insane, where, in fact, they constitute an element in the treatment of the patients.

In the "expenses of shops" is embraced the cost of material for the industrial departments of the educational institutions. A portion of this expense is repaid by the sale of manufactured articles. The Institution for the Blind, for instance, spent upon its industrial department, during the two years just closed, \$1,848 97, while its sales amounted to \$1,370 17, a net loss of \$478 80. The Institution for the Deaf and Dumb expended \$5,092, and received \$4,446 82, a net loss of \$645 18. In the State Reform School, on the other hand, the shop expenses were only \$300 87, while the receipts were \$7,715 54, a net gain of \$7,414 67. A portion of the expenses of shops might very properly be classified under the heads of repairs, furniture, clothing, etc., inasmuch as a large part of the work done, such as carpenter and cabinet work, tailoring and shoemaking, is for the benefit of the institution and brings no direct cash return. This cross-classification appears to be unavoidable.

The most perplexing and difficult portion of the ordinary expenses of an institution is the "repair and improvement" account. Certain repairs clearly fall under the head of ordinary expenses, namely, those which are necessary to keep the building and premises from falling

into decay. Certain improvements appear to be almost indispensable to the successful working of an institution, and the necessity for them seems to justify the use of any fund at command in order to secure them. They are a part of its natural growth. Other repairs and improvements are of more questionable necessity, sometimes of doubtful utility, and, perhaps, occasionally contrary to the known or supposed wishes of the legislature. Whatever surplus remains of an appropriation which has proved larger than was really required for strictly ordinary expenses is often used up in making improvements for which it is not deemed advisable to prefer a direct request. The duplication of appropriations, by making first an extravagant appropriation for ordinary expenses, and then a second appropriation for general repairs, and then others still for special improvements, seems to us to be an evil which requires attention. We feel strongly inclined to recommend that the estimates for repairs be wholly stricken out of the ordinary expense appropriations. We are only deterred from making this recommendation by our knowledge of the very great difficulty of bringing the real wants of the institutions intelligently before the General Assembly. It is impossible to specify them all, to secure the attention of committees and of members to each of them in detail, and to press them home to the consciousness of those who have had no experience in the management of public institutions and possibly have never set foot within the door of one of them. The institutions are nearly always at a disadvantage before the legislature, because of this want of information respecting their real functions, relations and usefulness. But if the General Assembly would appropriate a sufficient sum for improvements and repairs actually needed or advisable, we should think it better to make such appropriations separate and apart from the appropriations for ordinary expenses, or at least to leave but a narrow margin for this purpose.

That unforeseen expenses must arise in the history of every institution needs no demonstration. Some expenses will not fall under any general head. A margin for contingencies and expenses not classified is always necessary.

If there are other points respecting the ordinary expenses which require elucidation or explanation, we are prepared to furnish any details which may be asked for by the proper committees of the House and Senate, or by individual representatives or senators. We hardly know which of the many particulars included in the entire account will need explanation. We do not always fully approve every expenditure in detail, but we have no control over the disposition of funds, and respect the discretionary authority vested in the superintendent and trustees, of the sincerity of whose intentions, in all cases, we have no doubt.



SPECIAL APPROPRIATIONS.

The last General Assembly appropriated \$73,000 00 for specific uses, as follows :

For the Northern Hospital for the Insane :—

For furniture.....	\$2,000 00
“ hose and fire apparatus.....	1,000 00
“ increased ordinary expense.....	11,000 00
“ a stock barn.....	3,000 00
“ sheds for wagons.....	500 00
“ a piggery and hennerly.....	300 00
“ one thousand rods of fencing.....	1,000 00
“ a high board fence.....	720 00
“ grading and shrubbery.....	1,000 00
“ the extension of the laundry.....	3,500 00
“ a new boiler.....	1,500 00
“ a steam pump.....	350 00
“ a new washing machine.....	300 00
Total .....	\$26,480 00

For the Central Hospital for the Insane :—

For repairs and improvements.....	\$10,000 00
“ a new boiler.....	2,500 00
Total .....	\$12,500 00

For the Southern Hospital for the Insane :—

For the completion and heating by steam of the centre building .....	\$18,500 00
“ the construction, heating, etc., of the south wing.....	140,000 00
“ repairs .....	4,000 00
“ furniture for the north wing and centre building.....	4,000 00
“ furniture for the chapel.....	1,400 00
“ library, musical instruments and amusements.....	2,000 00
“ a pump house.....	1,000 00
“ a coal house.....	1,000 00
“ an ice house and vegetable cellar.....	2,000 00
“ a carpenter shop, tools, etc.....	1,500 00
“ a tight board fence.....	1,000 00
“ the improvement of the grounds.....	2,000 00
“ stock for the farm, a carriage, etc.....	2,000 00
“ the completion of the reservoir.....	1,800 00
“ a road from the town of Anna.....	2,000 00
Total .....	\$184,300 00

## For the Institution for the Deaf and Dumb :—

For repairs and improvements.....	\$3,000 00
“ pupils’ library.....	1,000 00
“ completing the school building.....	16,750 00
“ heating and lighting the school building.....	5,000 00
“ furnishing the school building.....	1,000 00
“ rebuilding rear wall of main building.....	5,000 00
Total.....	<u>\$31,750 00</u>

## For the Institution for the Blind :—

For increased ordinary expenses.....	\$5,000 00
“ repairs and improvements.....	2,000 00
“ books and maps for pupils.....	1,000 00
“ a new boiler and engine house.....	5,000 00
Total .....	<u>\$13,000 00</u>

## For the Asylum for Feeble-Minded Children :—

For a site and farm, and for building.....	\$185,000 00
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## For the Soldiers’ Orphans’ Home :—

For improvements and repairs.....	\$2,000 00
“ library, school books, etc.....	500 00
“ cistern for storing water.....	1,000 00
Total.....	<u>\$3,500 00</u>

## For the State Reform School :—

For repairs and improvements.....	5,000 00
“ a barn, corn-cribs and wagon shed.....	1,500 00
“ the construction of a sewer.....	5,000 00
“ the purchase of a library.....	500 00
“ the renewal of the roof.....	2,000 00
“ the renewal of steam-heating apparatus.....	1,000 00
“ a new boiler.....	2,000 00
“ apparatus and fixtures for the kitchen and laundry.....	500 00
“ the purchase of school furniture.....	500 00
“ an additional building.....	9,000 00
Total.....	<u>\$27,000 00</u>

## For the Eye and Ear Infirmary :—

For repairs and improvements.....	\$2,000 00
“ furniture.....	4,000 00
“ surgical apparatus.....	300 00
“ a barn.....	2,500 00
Total.....	<u>\$8,800 00</u>

Of these appropriations, four have not yet been drawn upon, namely : for a new washing machine, at Elgin ; for a coal house, at Anna ; for cisterns, at the Soldiers' Orphans' Home ; and for an additional building, at Pontiac. A number of them have been exhausted. Of the majority, small balances remain still in the state treasury, but will be expended, before the appropriations lapse.

The appropriations for a coal house, at Anna, and for an additional building at Pontiac, proved insufficient in amount, and are of no avail until supplemented by additional appropriations. The appropriation for cisterns, at the Soldiers' Orphans' Home, proved unnecessary, and a reference to our last report will show that we advised against it. It may now very well be appropriated to some other use.

Of the appropriations expended, a full account will be found in the institution reports. Not many of them call for any special remark. They have generally been faithfully applied to the proper use, as required by law. The only one of which we have serious doubts, is that for grading and shrubbery, at Elgin. This was used for the construction or extension of a stone culvert in the public highway from Elgin to the hospital, and the city authorities graded up the road to the top of the masonry. We are perhaps ourselves partly to blame, if any blame attaches to the transaction, for passing the account and allowing the money to be drawn from the state treasury. Our understanding certainly was, that the legislature expected this money to be spent upon the grounds, but we did not scrutinize the estimate and voucher so closely as we should have done.

In several instances, where the appropriation was insufficient, it was supplemented from the ordinary expense fund. In other cases, the money was made to go farther than it otherwise would have done, by the use of old material and labor of the inmates. We think that the legislature will be satisfied, on examination, that in general, the appropriations have been wisely and economically expended.

The Southern Hospital for the Insane approaches completion. The centre building was completed and delivered to the trustees on the twenty-third of October, 1875, and was occupied by the officers as soon afterward as it could be furnished. This building is, in our judgment, larger and more expensive than it should have been ; there is much waste room in it, and the passages and stairways present the appearance of a great hotel, designed to accommodate a multitude of transient guests, rather than of a structure intended for the accommodation of a limited number of officers and their assistants. The fourth or upper story has been converted into a ward for convalescent patients, thus increasing the capacity of the hospital ; and if some other provision were made for the accommodation of employees, the third floor might be devoted to a similar use. We are aware of the objections to

patients in a centre building; we can only say, that the plan adopted by the original board of commissioners was very greatly at fault in this respect, and that plan has been carried out. The only thing which now can be done is to make the best of it.

The contract for the south wing was let on the eighteenth of August, 1875, to the lowest bidder, Thomas L. Kempster, of Chicago, for \$77,592 65; and for heating the same to S. I. Pope and Co., for \$11,360 00; making the total contract price \$88,952 65, or more than \$30,000 less than the amount of the appropriation. The amount paid to Mr. Kempster, under the contract, thus far, is \$29,143 15, a sum much less than we had hoped to see expended, particularly as his agreement was to have the work completed by the first of January, 1877. The commissioners, however, state, in their report, that the delay was in great part due to the weather, during the early part of the spring, which was such as to prevent the making of brick. He now promises to deliver the building at some time in the spring of 1877. It will probably be occupied by patients about or soon after the first of next July. The adoption, by the General Assembly, of our suggestion, in our last report, that the new wing should not be modeled after the other, has resulted in a very great improvement in the interior arrangement and a better external effect. The plans were submitted to all three of the superintendents of state hospitals for the insane, in this state, for their approval, before adoption. A portion of the unexpended balance of this appropriation will be required, under the law, for the purchase of furniture with which to prepare it for use. With the remainder, some much needed improvements can be effected; but of this, we will speak further on.

After a long struggle, the Asylum for Feeble-Minded Children has gained a permanent place among the public charities of Illinois. The appropriation of the entire amount necessary for the purchase of a site and for the erection of the building, in a single act, proves to have been a wise and prudent measure. The work has been carried on to much better advantage, the state will realize a much more speedy return from the investment, and the legislature is spared the annoyance of repeated calls for additional building appropriations. This institution still occupies its old quarters, in the Duncan mansion, at Jacksonville, but expects to remove, to take possession of the new building by the first of next July. The General Assembly provided an independent board to select a location for the Asylum. The building commissioners, out of an unprecedentedly large number of sites offered, selected one at Lincoln, in Logan county, on the Chicago and Alton Railroad, twenty-eight miles north of Springfield. The tract chosen is limited in extent (only forty acres), but beautiful, with a fine grove upon it, and is easily accessible from all parts of the state.

especially from the capital. Some fears have been expressed as to the sufficiency of the water supply, but the indications appear to be that a deep bed of sand and gravel, underlying the whole region in the immediate vicinity, will furnish water enough for all purposes. The building commissioners were also authorized to adopt the plans for the new building, which we think was a defect in the law, as none of them had any practical knowledge respecting the training of idiots, nor any definite idea as to the character of building required. They adopted a plan offered, in competition with several others, by Mr. H. C. Furness, of Ottawa, Illinois, but agreed that the trustees might make such alterations in the plan as appeared to them to be necessary or desirable. The trustees availed themselves of this agreement, to remodel the plans throughout. Mr. Furness associated with himself Messrs. Laing & Fehmer, of Chicago, and the building will speak for itself. The external appearance is massive and imposing, while the internal arrangement is exceptionally good. Great pains have been taken to adapt all the parts to their special function, to secure economy of space and of labor, and to separate the different departments. The general result is very satisfactory.

The contract was let, on the twenty-eighth of October, 1875, to Thomas E. Courtney, of Chicago, for \$124,775 00, who gave bond in the sum of fifty thousand dollars, and immediately commenced the work, getting in the foundation before the advent of cold weather. The amount paid to him, prior to the first of October, was \$45,702 00, and \$5,638 51 for extras; at which date the walls were nearly completed and a portion of the roof was on. The contract for steam-heating was let, on the twelfth of January, 1876, to John Davis and Co., of Chicago, for \$28,684 00. The amount paid to Mr. Davis, thus far, is \$18,026 58. The balance of the appropriation, in the state treasury, on the thirtieth of September, 1876, was \$100,047 56. A little figuring will show that after paying the balance due on the contracts and to the architect and superintendent, there will be but a small margin for incidental or extra expenses, between now and the completion of the building. The trustees, on the thirtieth of October, 1875, appointed John Barton superintendent of construction, at a compensation of two per cent. upon the monthly estimates. The relations between the superintendent and the contractor have not been wholly amicable, but we do not know that the state has suffered any loss through the differences between them. The contractor claims damages, which will be submitted, as provided by law and by the contract, to a board of arbitration, at the time of final settlement.

Both of these buildings, the Asylum for Feeble-Minded Children and the south wing of the Southern Insane Hospital, were erected under acts, the provisions of which are substantially identical. Ex-

perience has demonstrated the wisdom of this law, which will apply to any building to be erected by the state of Illinois. The form of contract adopted is also worthy of examination and of reproduction in future enterprises of a similar character. But the criticism made by the building commissioners at Anna, in their report, appears to be just. We quote:

"Our experience has been, that when an exorbitant bond is required, a great many competent contractors are excluded, as there are comparatively few who can fill a large bond for the faithful performance of a contract. If a reasonable percentage is retained until the completion of the work, a bond one-fifth the contract price would be amply sufficient to secure the state against all possible loss, without excluding from competition a class of worthy mechanics in our own state, who were practically excluded from bidding on our building, at the letting."

And to this we add, that fifteen per cent. on the monthly estimates is a larger sum than it is necessary to retain, as a guaranty for the completion of the work, and adds to the cost, because it necessitates a larger investment upon the contractor's part.

The appropriation for the completion of the school building for the deaf and dumb, at Jacksonville, was: "the sum of sixteen thousand seven hundred and fifty dollars, and all unexpended balances in the hands of the treasurer on the first day of July, 1875, or so much thereof as may be necessary." The specific sum asked for this purpose, by the institution, two years ago, was \$22,173 00. The appropriation was reduced, in accordance with the following suggestion of the commissioners of public charities, in our third biennial report.

As to the completion, heating, lighting and furnishing of the school building, if the unexpended balances now on hand of former special appropriations and of the petit fund, *i. e.* the fund derived from sales, etc., are transferred to the building fund, a less appropriation for building than that asked by the trustees will be sufficient. The amount of these balances, as reported, is as follows:—

Repair fund.....	\$169 79
Insurance fund.....	240 82
Petit fund.....	2,542 08
Flooring fund.....	79 21
South wing fund.....	34 85
Painting fund.....	48 00
Roofing fund.....	1,537 40
Bedding fund.....	103 78
Laundry fund.....	5 64
Heating and lighting fund.....	119 91
Total.....	\$5,222 48

In addition to the balances, the balance on current expense account was three thousand, nine hundred and eighty dollars and ninety cents.

Amount asked for school building.....	\$22,173 00
Deduct.....	5,222 48
	<hr/>
	\$16,950 52

We recommend an appropriation of sixteen thousand, seven hundred and fifty dollars for the completion of the building.

It will be observed, that our recommendation was that the balances then (December 1st, 1874) on hand, not including the ordinary expense balance, should be transferred to the building fund. The legislature

changed the recommendation so as to appropriate all balances which might be on hand, July 1st, 1875. The balances on that day were as follows:—

Ordinary expense fund.....	\$5,004 90
Petit fund.....	10,796 85
Insurance fund.....	240 82
Flooring fund.....	79 21
South wing fund.....	34 85
Painting fund.....	48 00
Roofing fund.....	1,557 40
Library fund.....	8 81
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Total.....	\$17,770 84
Add to this, direct appropriation.....	16,750 00
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Total appropriation.....	\$34,520 84

In consequence of the wording of the appropriation, therefore, the General Assembly, without knowing or intending it, appropriated \$13,447 84 more than the institution itself estimated to be necessary, or requested at the hands of the legislature, of which a balance of only \$3,650 39 now remains. The following is the amount expended upon the building to date:—

Expended from appropriation.....	\$16,750 00
“ “ special funds.....	1,969 09
“ “ petit fund.....	10,796 85
“ “ ordinary expense fund.....	1,354 51
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Total.....	\$30,870 45

If to this, we add the amount of the original appropriation, namely, sixty thousand dollars, which, by the terms of the act, was to be “in full for the completion of said buildings and improvements,” we have the total cost to date of the school-room, chapel and dining hall.

Our opposition to the enlargement of this institution is well known to the people of Illinois. We are of the opinion, which we have freely expressed in former reports, that the enlargement was an unwise measure, and that this will ultimately appear; but the improvement itself is undoubtedly a very handsome and substantial one, although the cost has been in excess of the authority originally granted by the legislature. An additional appropriation is asked of the present General Assembly, to finish the basement under the dining-room; but this will be alluded to in its proper place.

#### EXTENT OF CHARITABLE RELIEF AFFORDED.

At this point, the question naturally arises, for what purpose has so

much money been expended, and what good has it accomplished, worthy of the expenditure?

. At the date of our last report there were, in the nine institutions under our charge, one thousand eight hundred and thirty-five inmates, namely :—

Northern Insane Hospital.....	214
Central Insane Hospital.....	461
Southern Insane Hospital.....	134
Institution for the Deaf and Dumb.....	341
Institution for the Blind.....	107
Asylum for Feeble-Minded Children.....	103
Soldiers' Orphans' Home.....	301
Eye and Ear Infirmary.....	15
State Reform School.....	169
Total.....	1,835

The number since admitted has been :—

	1875.	1876.	Total.
Northern Insane Hospital.....	346	195	541
Central Insane Hospital.....	272	249	521
Southern Insane Hospital.....	103	146	249
Institution for the Deaf and Dumb.....	47	54	101
Institution for the Blind.....	7	14	21
Asylum for Feeble-Minded Children.....	15	22	37
Soldiers' Orphans' Home.....	31	78	109
Eye and Ear Infirmary.....	166	218	384
State Reform School.....	75	83	158
Totals.....	1,062	1,059	2,121

We have, therefore, an apparent grand total of 3,956 individuals relieved, in whole or in part, from their misfortunes and the disabilities consequent upon them. But to the figures as just given, we must add the dispensary patients, in the Charitable Eye and Ear Infirmary, numbering, during the twenty-two months just closed, 2,478; also, the pay-patients from the states of New York, Indiana, Michigan, Wisconsin, Minnesota, Iowa, Nebraska, Kansas, Missouri, and the Indian Territory, who received treatment at the same institution, of whom there were 119.

On the other hand, a certain deduction must be made, on account of the interchanges between the hospitals for the insane, ordered in the fifth and sixth sections of the act to secure equality among the counties in the matter of the admission of patients, approved April 10th, 1875. The number of such transfers is given in the following table :—



TABLE.

From the—	Transferred to the—			Total no. discharged.
	Northern.	Central.	Southern.	
Northern.....		19	4	23
Central.....	94		46	140
Southern.....	12	33		45
Total admissions.....	106	52	50	208

These transfers resulted in bringing the patients much nearer to their friends, and so far as we know, afforded general satisfaction.

After making the corrections indicated, the total number of beneficiaries of the state of Illinois, in the eight charitable institutions and the State Reform School, during the past two years, was 6,345; a small army, who, if they could all appear before the General Assembly in one body and at the same time, would present an amazing spectacle, inexpressibly saddening, and yet one to awaken, in every humane heart, sentiments of gratitude and of hope.

The number remaining and actually present in the institutions, September 30th, 1876, was:—

Northern Hospital for the Insane.....	463
Central Hospital for the Insane.....	466
Southern Hospital for the Insane.....	241
Institution for the Deaf and Dumb.....	315
Institution for the Blind.....	2
Asylum for Feeble-Minded Children.....	86
Soldiers' Orphans' Home.....	252
Eye and Ear Infirmary.....	39
State Reform School.....	174

Total .....2,038

This is an increase of more than ten per cent. over the number present at the close of the year 1874; and it would have been much greater, but for the different seasons of the year at which the two census were taken, the one in December and the other in September, when the school terms of the educational institutions had just opened, or, as at the Institution for the Blind, the time for them to open had not yet arrived.

#### AVERAGE NUMBER.

In calculating the average number present during the year, either one of two ends may be sought, namely, to ascertain the average amount of work done by an institution, or to find its average cost, as a basis upon which to estimate future expenses. In institutions which have no vacation, such as hospitals and prisons, one average serves both purposes. In those, on the contrary, which furnish an education to the inmates, and send their pupils home for the vacation,

we must be careful not to confound the average number during term-time with the average for the year. The Institution for the Deaf and Dumb, for instance, had an average attendance, while school was in session, during the past year, of 328: but the average for the year was only 253.

Since we are now concerned with the question of the proper amount to be expended upon the institutions, out of the state treasury, for two years, from the first of next July, we confine our attention to the average for the year. This may be easily ascertained by dividing the number of days' board of inmates reported by each of them, by the number of days in the year. This we now show:

TABLE.

Institution.	Days' board of inmates.		Average no. of inmates.	
	1875.	1876.	1875.	1876.
Northern Insane.....	93,460	169,501	307	465
Central Insane.....	142,576	170,847	470	467
Southern Insane.....	43,033	74,633	148	204
Deaf and Dumb.....	66,707	94,244	219	257
Blind.....	18,865	20,035	62	55
Feeble-Minded.....	24,585	29,277	81	80
Soldiers' Orphans.....	90,318	113,478	297	310
Eye and Ear.....	10,021	16,512	33	45
Reform School.....	54,112	65,880	178	180
Total.....	545,675	754,327	1,795	2,064

These are the averages for the past two years. For the next two years, they will increase by the natural growth of the population, and by the enlargement of several of the institutions. The asylum for feeble-minded children, in its new building, can accommodate two hundred and fifty or three hundred inmates—an average for the year of two hundred or two hundred and fifty. The completion of the south wing of the hospital for the insane, at Anna, will bring the capacity of that institution up to nearly five hundred patients, and the average number will probably be from four hundred and fifty to four hundred and seventy-five. The average number at the institution for the deaf and dumb steadily grows from year to year. For 1876, it was about fifty more than for 1874; and it will probably continue to grow, at about the same rate. By the extension of the laundry of the hospital, at Elgin, room for forty additional patients has been gained, at an additional cost of only thirty-five hundred dollars. As soon as the apartments, which have been vacated, are furnished, the average there will run up to five hundred. On the other hand, the average number of soldiers' orphans, at Normal, is diminishing.

We estimate the average number of inmates of the state charitable institutions and for the State Reform School, for two years from the first of July, 1877, at probably not less than twenty-five hundred, or about twenty-five per cent. more than during the two years just closed.

## ORDINARY EXPENSE—APPROPRIATIONS NEEDED.

We are now prepared to enter upon the consideration of the estimates for the next two years. It has heretofore been our custom to state first, in gross, the amounts requested by the institutions for ordinary expenses and for special uses: and then to indicate the amount of reduction, if any, which the commissioners of public charities recommend, but still, to state the sum for ordinary expenses in gross, without classification of items. In the present report we have adopted a different method, which will, we think, afford to the members of the General Assembly a surer means of forming their own conclusions as to the justice of the estimate. We propose to follow the classification given above (see page 26), and to indicate the sum required, in our judgment, for each item, in each of the institutions.

Some of these items are but little, if at all, affected by the average number. This is the case with fuel and light, furniture, household expenses, salaries of the principal officers, wages of domestics, printing and advertising, apparatus, music, amusements, farm and garden, expenses of shops, and machinery, which are governed rather by the size of the buildings and grounds than by the number of inmates.

The expenses most directly and sensibly affected by the average number are food, clothing and bedding, laundry supplies, books and stationery, and postage.

The outlay for medicine and for freight, including transportation of inmates, is somewhat affected, but not in proportion to the increase in numbers.

We think that a fair, liberal estimate for the increased ordinary expenses of an institution, in consequence of the increase of number of inmates, would not exceed one hundred dollars for each additional inmate; that is, if the buildings are not enlarged, nor the general organization changed.

In estimating the cost for two years to come, we have based our calculations upon the expenses incurred for six years past, which have come under our observation and scrutiny. We have taken into account the great decline in values, but there is a limit to the possibility of reduction, in this direction, in consequence of the fluctuations to which prices are always subject, so that it is impossible to predict that they will remain at the present low standard.

It is implied in the remark just made that we have not, at least to any considerable extent, been governed, in the estimates of appropriations needed for ordinary expenses, by the requests preferred by the several institutions. The practice of the institutions in the matter of asking varies greatly, as we have learned by experience. Some of them over-estimate their expenses, in the expectation that the General Assembly will cut the appropriation down. They allow themselves a

margin as a protection against too great a reduction. Others make a very careful, close estimate, below which it is not safe to go, and if the legislature does not grant the full amount asked, the efficiency of the institution is greatly impaired. There is an economic limit to the curtailment of the cost of living, and our effort has been to find, if possible, the golden mean between lavishness on the one hand and parsimony on the other.

The annual appropriations asked by the institutions, for ordinary expenses, are :—

Northern Insane Hospital.....	\$110,000
Central Insane Hospital.....	100,000
Southern Insane Hospital.....	90,000
Institution for Deaf and Dumb.....	86,300
Institution for the Blind.....	28,000
Asylum for Feeble-Minded Children.....	72,000
Soldiers' Orphans' Home.....	50,000
Eye and Ear Infirmary.....	20,000
State Reform School.....	30,000

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Total.....\$586,300

The increase, in the aggregate, for all the institutions, over the amount appropriated by the last General Assembly, would, if the requests preferred were acceded to, be \$141,300 *per annum*—an increase much larger than we deem to be necessary or justifiable.

We have included, in our statement, an item of fifty thousand dollars for the Soldiers' Orphans' Home; but at the time of writing, we have no information from the authorities of that institution as to their purposes or wishes, the biennial report having been greatly delayed beyond the time fixed by law. Fifty thousand dollars is the amount appropriated two years ago, and we assume that the application, this year, will be for an equal sum.

The only other institution which does not ask for an increase of the ordinary expense appropriation is the State Reform School.

In the case of the hospitals for the insane, some increase will be necessary, in consequence of the abolition of the pay list, which will become a law of the state, unless repealed, on the first day of next July. The income from pay patients, heretofore, though not very great, has been quite an addition to the pecuniary resources of the hospitals. For the past two years it has been :—

	1875.	1876.	Total.
Northern Insane Hospital.....	\$4,356 73	\$6,241 72	\$10,598 45
Central Insane Hospital.....	6,288 01	7,280 31	13,568 35
Southern Insane Hospital.....	2,374 47	3,029 48	5,404 45
Total.....	\$13,018 94	\$16,551 51	\$29,570 45

The cessation of this income will entail so much additional expense upon the state treasury.

The provision of law, forbidding any further continuance of the practice of charging patients for board and treatment, may be found on page 15 of the present report, in the twenty-sixth section of the act regulating the state institutions, and is in these words:—

"All residents of the state of Illinois who are or may become inmates of any of the state charitable institutions, shall receive their board, tuition and treatment free of charge during their stay. "  
*Provided, further,* that until July 1, 1877, superintendents of state institutions are hereby authorized to charge for inmates as heretofore authorized by law."

Whether the legislature perceived the application of the language used to the Eye and Ear Infirmary, at Chicago, and the effect of it as respects that institution, we do not know. There is no doubt, however, as to the intention of the General Assembly to discontinue the pay-list in the state hospitals for the insane. The question has been discussed for several years, and the sentiment in opposition to the pay-list has grown steadily. The argument against it was fully set forth, on pages 18 and 19, of our last biennial report, and need not be here reproduced. The reason for not making the change before the first of July, 1877, was the desire felt by the last Assembly, to make the taxes levied in 1875 and 1876 go as far as possible, toward the completion of various buildings, then in process of construction, and to have the amount of the levy supplemented by the income from this source. The language employed, "as heretofore authorized by law," is of ambiguous application, as a great doubt exists whether the practice was ever authorized by law, except in the Central Insane Hospital, for two years only. On this subject, consult the session laws of 1861, page 134, and also the opinion of the Attorney-General, published in our last report, upon page 19.

After the first of next July, however, unless this authority is granted by express legislative enactment, there will be no doubt as to its existence. It will no longer exist; and that fact must be considered, in making the appropriations for the hospitals.

The annual increase asked for by the Northern Hospital for the Insane, is twenty thousand dollars *per annum*; by the Central Hospital ten thousand dollars; by the Southern Hospital, forty thousand dollars. The opening of the new south wing, at Anna, will necessitate a large addition to the former appropriation, which was designed for the use of about one-half the number of patients who will hereafter be accommodated there. The Northern Hospital for the Insane also anticipates an increase in the number of patients, but only to the extent of forty beds. We see no reason for an additional expenditure by that institution of twenty thousand dollars a year. The hospital at Jacksonville is more modest; but we think that the experience of the

past two years proves that an appropriation of one hundred thousand dollars would be larger than is really necessary.

The increase requested by the Institution for the Education of the Deaf and Dumb is \$11,300 a year. We regard this also as an extravagant estimate, even conceding that the average number of pupils for the next two years will be as large as is supposed by the superintendent and trustees. The cost to the state treasury, last year, was, for ordinary expenses, a little less than seventy-three thousand dollars : which amount, divided by three hundred and twenty-eight, the average number in attendance during the time of school, would make the annual expense of each pupil to the state, about two hundred and twenty dollars. The superintendent estimates the average number of pupils for the next two years at three hundred and sixty, which would make an appropriation necessary of not more than eighty thousand dollars a year, instead of eighty-six thousand three hundred. But the additional pupils will not increase the expense *per capita*, by more than one hundred dollars each, and even eighty thousand dollars will be more than is required.

In the case of the Asylum for Feeble-minded Children, the enlargement of the institution, by its removal to Lincoln, will compel a very large additional appropriation. The superintendent and trustees estimate that the average attendance will be three hundred, and that the expense *per capita* will be two hundred and forty dollars. We differ from them in opinion. In our judgment the *per capita* cost will be much less, and the average number of inmates will not be three hundred. There may be three hundred feeble-minded children in the asylum by the close of the next two years; but there will not be so many at the opening of the next fall term, nor does it appear to us to be a wise or safe policy to admit so many new pupils at one time before the asylum has time to accommodate itself to its new location and relations.

The Eye and Ear Infirmary, at Chicago, occupies a magnificent building, erected partly by private charity and partly at the expense of the state. The building will accommodate, comfortably, many times the present number of beneficiaries, and the applications for admission greatly exceed the ability of the officers in charge to grant such admission, without a larger fund at their command. The infirmary is a benefit to the whole state, and we would be glad to see the appropriation for ordinary expenses increased, thereby extending and widening the usefulness of the institution.

We now present to the General Assembly an estimate of the amounts necessary, in our judgment, for the successful working of the institutions subject to the inspection of this board. These institutions

now occupy a very high position among those of the entire country, and their reputation is improving from year to year. Any material reduction of our figures will, we think, be prejudicial to them and to their unfortunate inmates, and will detract from that well-merited prestige for liberality which the state of Illinois now enjoys, wherever her policy in the past is known.

This estimate we present first in gross and will afterward give the detailed items which go to make it up.

TABLE.

INSTITUTION.	Appropriation asked per annum.	Amount recommended.
Northern Insane Hospital.....	\$110,000	\$98,000
Central Insane Hospital.....	100,000	92,000
Southern Insane Hospital.....	90,000	85,000
Institution for Deaf and Dumb.....	86,300	77,000
Institution for the Blind.....	28,000	28,000
Asylum for Feeble-Minded Children.....	72,000	58,000
Soldiers' Orphans' Home.....	50,000	45,000
Eye and Ear Infirmary.....	20,000	17,000
Reform School.....	30,000	32,000
Total.....	\$586,300	\$532,000

The reduction suggested by us, which we think can be made without risk of impairing the efficiency of the institutions, amounts to fifty-four thousand, three hundred dollars *per annum*, or one hundred and eight thousand, six hundred dollars for the two years.

In estimating the amount necessary for the Northern Insane Hospital, we have made our calculations upon the following basis: The total ordinary expenses for the year 1876 were \$105,348.85, or, in round numbers, one hundred and five thousand dollars. The institution received from other sources than the state treasury, during the year, was twenty-two thousand dollars; which would make the expense to the state eighty-three thousand dollars. Of the miscellaneous income, the sum of six thousand dollars was for the board of pay-patients. This income will hereafter be cut off. The income for clothing last year was larger than the average amount received year by year, owing to the special effort made to collect outstanding bills due the institution. The average number of patients during the next two years will be increased by thirty or forty, which will occasion some increase in the cost of running, which will, however, be offset wholly or in part by the reduction in the cost of fuel, in case the alterations in the heating apparatus requested by the trustees and recommended by us are authorized by the General Assembly. We have also made an allowance for a general improvement in the dietary of the institution, which the superintendent concurs with us in deeming to be advisable. When these various calculations have been made as carefully as we have been capable of doing it, the result is that an appropriation

of from ninety-five to one hundred thousand dollars *per annum* will be sufficient for the wants of the hospital, unless a margin to be expended in improvement of the grounds and adornment of the buildings is allowed it. In these hard times we doubt the policy of appropriating large amounts for these purposes. We have therefore fixed the annual appropriation at the sum of ninety-eight thousand dollars, the items of which will be found in a table printed below.

The ordinary expenses of the Central Hospital for the Insane last year were one hundred and nine thousand dollars. The miscellaneous income was a little over twenty thousand dollars, which would make the cost to the state eighty-nine thousand dollars. The income from pay-patients was about seven thousand dollars, which amount added to eighty-nine thousand would make an appropriation apparently necessary of ninety-six thousand dollars; but the amount expended from the ordinary expense fund for repairs and improvements was nearly twelve thousand dollars, a larger sum than will probably be required during the two years to come, and in fixing the appropriation at ninety-two thousand dollars we have taken this fact into account.

The ordinary expenses of the Southern Insane Hospital in 1876 were fifty-one thousand dollars, and the miscellaneous income was six thousand dollars, which would make the expense to the state forty-five thousand dollars. Add to this the income from the pay-patients, amounting to three thousand dollars, and it follows that an appropriation of forty-nine thousand dollars *per annum* would run the hospital successfully for the next two years, if the enlargement of it, by the completion of the south wing, did not render an additional appropriation necessary. We have allowed thirty-six thousand dollars as our estimate of the additional expense of opening the south wing and maintaining two hundred and forty additional patients. We have also taken into account the fact that upon the first of October this institution had a cash balance in the treasurer's hands of \$13,617.85, a surplus available for the expenses of the coming two years.

The ordinary expenses of the Institution for the Education of the Deaf and Dumb last year were eighty thousand dollars. The miscellaneous income was about four thousand, five hundred dollars, making the cost to the state a little over seventy-five thousand dollars. The balance in the treasurer's hands on the first of December was six thousand, five hundred and seventy-two dollars and seventy-one cents. There will be an increase of the number of pupils during the coming two years, which will necessarily entail additional expense for food, clothing, etc., and will probably require the employment of one or two additional teachers; but we are of the opinion that if two thousand dollars a year is added to the amount of the present appropriation, this addition, together with the balance on hand by the first of next July,



will be sufficient for all the ordinary wants of the institution for the next two years.

The increase in the annual appropriation for the Institution for the Education of the Blind is based upon the expectation that the average number of pupils in attendance will be increased to one hundred, or about twenty-five per cent.

With respect to the Asylum for Feeble-Minded Children, the expenses of the past two years are no criterion of the cost of maintenance after the removal of the institution to its new quarters at Lincoln. The application for seventy-two thousand dollars *per annum* is based upon an estimated attendance of three hundred children, whose average cost is estimated at two hundred and forty dollars a year. Our experience has taught us that this mode of estimating ordinary expenses is fallacious; but should the appropriation be made on this basis, an allowance of two hundred dollars a year for each inmate would be amply sufficient. It will be seen by comparing the detailed estimates for this asylum and for the Institution for the Education of the Deaf and Dumb, that the greatest difference between the two in respect to cost is for salaries and wages, which we have estimated in the one case at thirty-five thousand, five hundred dollars, and in the other at eighteen thousand, five hundred dollars, a difference of seventeen thousand dollars. The reason for this is, that the deaf and dumb require instruction of a higher grade than idiots; that their instructors are obliged to learn the sign language, and that the acquisition of the power to converse in signs, obtained by the labor of several years, adds to the pecuniary value of their time and services. A much larger number of teachers is also necessary in that institution than in the Asylum for Feeble-Minded Children. We have fixed the appropriation for the Institution for the Deaf and Dumb at seventy-seven thousand dollars *per annum*. Deducting seventeen thousand dollars from this amount, we have as a remainder sixty thousand dollars, which would equalize the appropriations for the two institutions; but the average number of inmates at the Institution for the Deaf and Dumb will be larger than at the Asylum for Feeble-Minded Children, and we think that an appropriation of sixty thousand dollars would be somewhat in excess of the amount actually required. We have settled, after a careful consideration, upon fifty-eight thousand dollars as a fair estimate.

The estimate for the Soldiers' Orphans' Home is based upon the experience of last year, when the ordinary expenses amounted to forty-six thousand, seven hundred and seventy dollars, and included some items of expense which will not be duplicated in the two years following. We believe that forty-five thousand dollars, the amount which we recommended two years ago, will be quite enough to care.

comfortably for an average of two hundred children in the institution; and it is not probable that the average will exceed this number.

The increase of the annual appropriation for the Eye and Ear Infirmary from ten thousand, five hundred dollars to seventeen thousand dollars, will admit of that institution filling up to the extent of its capacity, namely, one hundred persons, and the increasing demand for admission warrants the expectation that such provision will be necessary.

It will be observed that we have recommended a larger annual appropriation for the State Reform School than the institution itself asks. We have never taken this responsibility before, but do it now because we think that the amount expended upon the inmates is scarcely sufficient to secure the reformatory influence desired. This is especially the case with regard to the table, which now costs about eight and two-thirds cents per day for each inmate. It is plain that the food furnished must be meagre in amount or extremely plain in quality, and that there can be no great variety in the dietary. Our judgment is that it would be right to increase the allowance for food at least twenty-five *per cent.* We are further of the opinion that when the new family building shall have been erected and occupied, it is possible that the average number of inmates will be larger than the superintendent and trustees seem to have anticipated, and that an appropriation of only thirty thousand dollars will be likely to occasion a deficiency at the expiration of the two years.

The table on page 51 exhibits the estimated cost for ordinary expenses for each institution in detail.

It will of course be impossible fully to explain in this report the ground of our opinion as to the necessity for each item contained in the foregoing table. It may be said in general that a reference to the tables exhibiting expenses for the past two years on pages 26 and 27 of the present report, and a comparison of those tables with this will indicate pretty nearly the method by which we have arrived at our conclusions; but the estimates for particular items have been in some instances modified by our knowledge of the details of expense under the various headings of the classification.

So many inquiries have been made as to the nature of the expense for salaries and wages, that we have prepared a table, setting forth in detail the nature and amount of service rendered, and the rate of compensation. This table will be found on pages 54-55. It will sufficiently explain itself, without comment.

The estimate for fuel at Elgin is double that at Jacksonville. The reason for this is, that not only are the winters longer and the average temperature lower, but the space to be heated is much greater, the building covers a much larger extent of ground, and the price of coal

TABLE showing the Details of an Estimate of the Ordinary Expenses of Nine State Institutions for two years, from July 1st, 1877, to June 30th, 1879.

Item.	Hospitals for the Insane.			Asylum for Feeble Minded Children.	Institutions for the		Soldiers' Eye and Orphans' Home.	Reform School.	Total.
	Northern.	Central.	Southern.		Blind.	Deaf and dumb.			
Improvements and repairs.....	\$3,000	\$5,000	\$3,000	\$2,000	\$1,500	\$3,000	\$2,300	\$500	\$22,300
Furniture.....	2,500	2,500	2,000	1,000	750	2,500	1,000	500	13,750
Food.....	30,000	30,000	30,000	17,000	6,000	17,000	11,000	7,000	150,500
Clothing, bedding, etc.....	2,000	2,000	2,000	2,000	500	2,000	7,000	300	19,800
Laundry supplies.....	1,200	1,200	1,000	1,200	250	1,200	800	300	7,500
Household expenses.....	500	500	500	500	200	500	300	200	3,150
Fuel.....	10,000	5,000	4,000	5,000	1,700	5,000	3,000	1,300	37,000
Light.....	1,200	2,200	1,200	2,000	100	2,000	900	300	10,600
Medicine and medical supplies.....	2,000	2,000	1,800	300	200	300	200	300	7,400
Salaries and wages.....	31,000	33,000	30,000	18,500	12,500	35,500	12,000	4,200	189,700
Books and stationery.....	500	500	500	750	750	1,000	500	150	5,150
Printing and advertising.....	300	900	300	500	100	100	200	250	2,750
Amusements, etc.....	500	900	300	500	250	200	300	.....	2,280
Freight and transportation.....	5,000	2,000	5,000	2,000	350	2,000	600	100	19,050
Postage.....	300	300	300	250	150	200	170	100	1,870
Farm and garden.....	2,500	2,000	1,000	2,000	500	1,800	500	200	12,000
Expenses of shops.....	200	200	200	.....	700	1,000	.....	500	2,500
Machinery.....	100	100	100	1,000	100	500	.....	.....	1,800
Apparatus.....	200	200	200	500	300	200	300	.....	1,800
Expenses not classified.....	2,000	2,000	1,500	1,000	1,000	1,000	1,500	500	11,500
Total.....	\$98,000	\$92,000	\$85,000	\$85,000	\$28,000	\$77,000	\$45,000	\$17,000	\$332,000

is very much higher. We have taken for granted that the heating apparatus will be renewed, and have allowed a reduction of four thousand dollars on the expense for fuel in 1876 on this account. Should the appropriation for that purpose fail to be made, it would then be necessary to increase the estimate by that amount.

We have also increased the estimates for food, both at the Northern Insane Hospital and at the State Reform School.

In estimating the amounts necessary for clothing, bedding, etc., we have deducted from the total cost of clothing the amount collected by the several institutions on this account, and have allowed only what we suppose to be a fair estimate of the probable excess of expenditure over income.

We feel considerable hesitation in recommending the amounts suggested for farm, garden and stable expenses, but have based our estimates on the experience of the past few years. That the amounts suggested by us will be expended upon the farms, etc., appears, after an examination of the reports of the various institutions for several years past, to be probable.

The item for freight and transportation includes, as has already been explained, the transportation of officers and inmates, and the expenses of trustees.

We have experienced some difficulty in making our estimates in consequence of the want of an accurate and thorough inventory of supplies on hand December 1st, 1874. Of course it is impossible to ascertain the actual consumption of supplies without knowing the amounts on hand at the beginning and at the close of any given period. We should feel more certain of the correctness of our opinion as to the amount of appropriations required, if we had this information.

We have included in the table printed above only the expense which we suppose must be met from the appropriations. In case of any credit income accruing to the institution over and above the amount of the appropriations recommended by us, we have made allowance for it in our estimates, or have left it as a margin for unforeseen and contingent expenses.

#### REQUESTS FOR SPECIAL APPROPRIATIONS.

##### *Northern Insane Hospital.*

The Northern Hospital for the Insane, at Elgin, asks for special appropriations to the amount of \$41,461 85, as follows:—

Repairs, \$5,000 <i>per annum</i> .....	\$10,000 00
Alterations in heating and ventilation.....	10,000 00
New boiler house.....	6,897 85
Grading and shrubbery, \$1,000 <i>per annum</i> .....	2,000 00

New fence in front of hospital grounds.....	2,000 00
Straw barn.....	1,850 00
Sheds for young cattle.....	1,000 00
Refrigerating house.....	2,500 00
Sturtevant blower.....	700 00
Hydraulic elevator in kitchen.....	500 00
Cisterns for rain-water.....	2,143 00
Gallery in patients' amusement hall.....	796 00
Purchase of land (thirty acres).....	1,075 00

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Total..... \$41,461 85

The amount asked for repairs is five thousand dollars *per annum*; this is in addition to the estimate for repairs included in our estimate of the cost of running, which is three thousand dollars *per annum*, making a total of eight thousand dollars *per annum* for improvements and repairs. There are some special repairs of immediate and pressing necessity, as for instance, the renewal of the roof upon the south wing, and one-half of the roof of the centre building, which are now leaking badly. The estimated cost of this one item is two thousand, five hundred dollars. A building so large as the hospital for the insane at Elgin, heated by steam and inhabited by a destructive class of patients, necessarily requires continual and expensive repairs. If the amount allowed annually for extraordinary repairs and improvements is fixed at five thousand dollars, we think that some of the special improvements for which appropriations are asked by the institution, might be paid for out of this fund, and that these items might be stricken from the list of requests to be granted. Among the items for which, in our opinion, special appropriations will not in this event be necessary are the following:—

For Sturtevant blower.....	\$700 00
For elevator.....	500 00
For galleries in the amusement hall.....	796 00
For cisterns for rain-water.....	2,143 00

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In all..... \$4,139 00

The omission of these appropriations would reduce the amount at the disposal of the institution for special repairs and improvements to about three thousand dollars *per annum*, which we regard as not unreasonable. But if the amount allowed for repairs is fixed at only three thousand dollars a year, then it may be advisable to make some or all of the specific appropriations which we have recommended to be stricken out. Plans and estimates for all of them are on file in our office, for the information of the legislature.

With regard to the proposal to make extensive alterations in the

TABLE Showing Amount, Description and Probable Cost of Service required in Nine State Institutions, for Two Years, from July 1, 1877, to June 30, 1879.

DEPARTMENT.	Insane Hospitals.						Institutions for the—				Soldiers' Orphans' Home.		Eye and Ear Infirmary.		Reform School.		Total.	
	Northern.			Central.			Southern.			Deaf&Dumb.		Blind.		No.	Cost.	No.		Cost.
	No.	Cost.	No.	Cost.	No.	Cost.	No.	Cost.	No.	Cost.	No.	Cost.						
<i>General Oversight.</i>																		
Superintendent.....	1	\$2,500	1	\$2,500	1	\$2,500	1	\$2,000	1	\$1,500	1	\$2,000	1	\$1,500	1	\$2,000	9	\$18,000
Superintendents, male.....	1	420	1	600	1	420	2	800							2	720	7	2,360
Superintendents, female.....	1	500	1	500	1	500	1	600	1	600	1	600			1	500	3	1,500
Matron.....	1	600	1	500	1	500	3	1,100	1	400	3	850					7	3,400
Assistant matrons.....							3	1,100	1	400	3	850					7	2,350
Clerk.....	1	204	1	204	1	204	1	300	1	250	1	400					5	1,358
Clerk.....	1	1,000	1	1,000	1	1,000	1	1,200	1	400	1	600			1	600	9	7,180
Copyist.....							1	400									1	400
Treasurer.....	1	nothing	1	500	1	250	1	nothing	1	200	1	nothing	1	1,000	1	100	9	2,050
	6	4,760	7	5,054	7	5,174	11	6,100	6	3,350	8	4,450	3	3,040	3	2,200	6	4,060
																	57	39,098
<i>Medical.</i>																		
Physicians and Surgeons.....	2	2,500	2	2,500	2	2,500	1	300		by visit		by visit					11	8,160
Apothecary.....	1	336	1	180	1	420											3	1,236
Nurse.....							1	180			1	180			1	240	4	840
	3	2,836	3	2,680	3	2,920	2	540			1	180	2	840	4	240	18	10,536
<i>Educational and Religious.</i>																		
Teachers, male.....							7	9,700	3	3,300					2	1,320	12	14,320
Teachers, female.....							13	7,900	3	1,800	6	3,050			2	720	31	16,970
Chaplain.....	1	200	1	300	1	200					1	250					4	1,070
Organist.....																	1	100
	1	200	2	400	1	200	20	17,600	6	5,100	11	3,750	6	3,050	4	2,040	51	32,460
<i>Personal Care.</i>																		
Attendants, male.....	24	7,188	18	5,616	16	4,992											61	19,536
Attendants, female.....	28	5,376	18	5,136	19	5,618											75	13,914
Night watch, male.....							1	300	1	480	2	384			1	420	8	3,312
Night watch, female.....	1	240	1	264	1	216											3	720
Guards.....																	2	700
	51	13,584	38	9,768	37	9,276	1	300	1	480	13	2,820	3	864			150	38,272

*Domestic Service.*

DOMESTIC SERVICE.																						
Kitchen, men .....	3	1,140	3	1,020	1	450	1	240	.....	1	350	.....	2	450	2	352	.....	1	600	10	5,510	
Kitchen, women .....	1	180	6	1,272	4	720	3	816	2	444	2	360	.....	2	510	2	352	.....	1	600	22	4,574
Bakery .....	1	600	1	900	1	400	1	450	.....	1	180	1	180	1	510	.....	1	352	.....	1	3,180	
Dining room .....	1	408	4	696	3	468	2	288	2	312	5	810	1	210	1	192	.....	1	352	21	3,504	
Laundry, men .....	1	240	1	360	1	300	.....	.....	.....	.....	1	360	1	200	.....	.....	.....	.....	.....	.....	1,560	
Laundry, women .....	1	814	3	552	4	792	1	240	2	144	2	360	2	280	1	240	1	240	20	3,982	5	
Frothing room .....	1	456	3	516	1	456	1	111	.....	.....	2	360	1	200	1	192	.....	1	352	14	2,364	
Sewing room .....	2	360	3	612	3	516	.....	1	.....	208	3	540	3	720	.....	1	352	.....	1	300	14	2,836
House servants, men .....	2	312	3	510	3	468	6	864	2	312	3	540	.....	3	720	.....	1	352	3	720	23	3,780
House servants, women .....	1	300	1	324	1	300	1	300	1	300	.....	1	300	.....	3	564	1	352	1	1,800	23	3,780
Janitor or porter .....	21	4,870	29	6,792	24	4,980	16	3,392	10	2,020	20	4,200	13	3,370	8	1,620	1	1,620	1	1,620	145	32,461

*Farm and Garden.*

Farmer .....	1	480	1	480	1	480	1	1,000	.....	.....	1	180	.....	.....	.....	.....	1	600	6	3,580
Gardener .....	3	1,100	1	576	1	810	.....	1	250	.....	.....	.....	.....	.....	.....	.....	.....	.....	7	2,726
Stable man .....	1	360	1	360	1	360	1	360	1	100	1	300	.....	.....	.....	.....	.....	.....	1	1,000
Yard man .....	.....	.....	.....	.....	.....	.....	.....	480	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	480
Milk man .....	.....	.....	.....	.....	.....	.....	.....	360	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	360
Teamsters .....	2	720	.....	.....	2	600	1	360	.....	.....	1	300	1	320	.....	.....	.....	.....	7	2,300
Laborers .....	2	600	4	1,200	2	600	1	378	.....	.....	1	300	1	286	.....	.....	.....	.....	11	3,364
.....	8	2,900	6	2,256	8	2,850	6	2,938	2	350	4	1,380	2	606	.....	.....	1	600	35	13,940

*Mechanics.*

Engineer .....	1	1,000	1	1,200	1	1,000	1	720	1	480	1	1,000	1	780	.....	.....	1	500	8	6,680
Firemen .....	3	1,260	3	1,680	3	1,020	2	560	.....	.....	2	720	1	840	1	240	1	240	16	5,570
Machinist .....	1	600	.....	.....	1	600	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	2	1,200
Furniture shops .....	3	1,930	3	2,140	3	1,920	3	3,060	1	720	.....	.....	.....	.....	.....	.....	.....	.....	4	3,770
Carpenters .....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	9	5,990
Painters .....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1	720
Total .....	101	\$31,000	93	\$33,000	88	\$30,000	62	\$35,500	27	\$12,500	60	\$18,500	31	\$12,000	16	\$4,200	20	\$10,000	108	\$18,700

\* Includes \$150 for pumping water at stock yards.

heating and ventilation, as recommended by Carlyle Mason, of Chicago, we are of the opinion that the expenditure suggested will prove in the end a real economy, and save thousands of dollars to the people of the state by reducing the amount of coal consumed. Mr. Mason has made a thorough survey of the premises and decided upon the changes necessary after careful study and reflection. A special report made by him to the trustees will be found in the appendix to their report, to which we call the attention of the General Assembly. Dr. Kilbourne, the medical superintendent, estimates the annual saving by making the alterations suggested at five thousand, nine hundred and sixty-one dollars and sixty cents. We believe that it will not be less than four thousand dollars. The adoption, by the Insane Hospital at Jacksonville, of the alterations suggested by Mr. Mason, some years ago, resulted, as he predicted, in a saving of expense for fuel of from three thousand to five thousand dollars a year. We have no doubt that his judgment as to the defects in the heating apparatus at Elgin is correct, and that no more competent opinion on this subject could have been obtained by the authorities of the institution.

We believe that his estimate (ten thousand dollars) is reasonable and right, and we recommend the appropriation of this sum for the purpose indicated.

The adoption of Mr. Mason's plan will involve the erection of a new boiler house. The present boiler house, as stated by the trustees and superintendent, in their report, is too small, inconveniently arranged, and the space occupied is needed for other purposes. The erection of a new boiler house would improve the organization and efficiency of the hospital. The amount asked for this purpose is six thousand, eight hundred and ninety-seven dollars and eighty-five cents. The plans are on file in our office, together with estimates by a competent mechanic of Elgin, which we have submitted for criticism to builders elsewhere, and the estimate is pronounced extremely low. These two appropriations are part of one general plan, and if both are not granted neither should be. We favor both.

With regard to the request for one thousand dollars a year for grading and shrubbery, we do not see how the institution can very well do without it. The grounds are extensive. A general design has been adopted for their ornamentation and is in process of execution, under the superintendence of an experienced and able landscape gardener. Trees grow while men sleep; but it takes a long time for them to attain maturity, and we think that what has been begun in this direction should be carried out, and that promptly.

The application for two thousand dollars for a fence we regard as unnecessary at the present time. It is proposed to build this fence along



the front line of the grounds, next to the public highway, where there is already a very good fence, which will last for several years.

As to the application for one thousand, eight hundred and fifty dollars for a straw-barn, we hardly know what to say. The design adopted by the trustees is very handsome, and would add much to the appearance of the premises. It would be of some advantage to have the straw used by the institution for filling beds for patients under cover, protected from the weather. We think that a straw-barn will probably be built at some day, but whether it is necessary or expedient to build it at present we leave for the General Assembly to determine.

The request for one thousand dollars for sheds for young cattle is based upon the purpose to utilize the large farm owned by the institution, by raising stock to be slaughtered upon the premises for home consumption. We have not been able to give our assent to the expediency of this design. The farm is very large, embracing, as it does, four hundred and eighty acres. The legislature some years ago directed the trustees to sell all land not required for the uses of the hospital. In the judgment of the trustees all the land owned by the institution was required for its uses, and they retained the whole of it in their possession. During the past year they have purchased thirty acres in addition, making five hundred and ten acres in all. We think that this farm is larger than can be profitably cultivated by the institution. If it is to be retained, it may be that the raising of stock is the only mode possible of making it partially remunerative; but our judgment is that there is a tendency, which is almost universal, on the part of superintendents of public institutions, especially of hospitals for the insane, to enlarge too greatly the sphere of their responsibilities and their cares; and that instead of devoting their undivided energies to the accomplishment of the main purpose of the institution under their charge, they are tempted to undertake too many outside avocations. Instead of depending upon mechanics and farmers for work and supplies, they prefer that all work done for the institution shall be done, if possible, upon the premises.

We doubt whether this policy does not entail extra cost, rather than prove, as they suppose, a saving of expense. As to the raising of cattle and slaughtering them for the use of the patients, it requires great skill and care on the part of a private person, the owner of his own farm, to make this business profitable. It is a matter of grave doubt whether it can be made profitable to the state, if attempted, and if not attempted, so large an appropriation for sheds appears to us unnecessary.

The refrigerating house asked for, the cost of which is estimated at two thousand five hundred dollars, is an improvement of more palatable benefit to the institution, but still an expense which might for the

present be postponed, unless the General Assembly should feel that it can be built without too greatly increasing the burdens now resting upon the tax payers.

As to the request for one thousand and seventy-five dollars for land, in view of the fact that the trustees have already assumed this responsibility and made the purchase, and the land has been paid for, from the ordinary expense fund, no further appropriation for this purpose is required. The purchase was unquestionably a good one, and the price paid unusually low. On this subject, see the report of the institution.

*Central Insane Hospital.*

The application for special appropriations by the Central Hospital for the Insane, at Jacksonville, are as follows:—

Repairs, \$6,000 <i>per annum</i> .....	\$12,000
Fire-plugs .....	1,500
Ironing-room.....	7,000
Amusement hall for patients.....	2,500
Repairs to portico and improvement of grounds.....	3,000
Seed-house, broom-shop and conservatory .....	1,500
Summer-houses in patients' airing courts.....	1,000
Total.....	<u>\$28,500</u>

This institution had a cash balance in the hands of its treasurer on the first of October, amounting to twenty-one thousand, nine hundred and thirteen dollars and sixty-eight cents. The trustees desire permission to use this balance for the purposes expressed above. Inasmuch as the funds of the institution have been economically administered, with this end in view, and our past experience has taught us that funds may be intrusted in the hands of the superintendent with entire confidence that the use of them will be judicious and advantageous to the institution, we think that this request may be safely granted.

There is, however, a question which admits of discussion, as to the propriety of taking an ordinary expense balance and devoting it to other uses. On the one hand, if this should become the settled policy of the state, an inducement would be held out to curtail ordinary expenses at the cost of the comfort of the patients; upon the other hand, where such saving has been effected without detriment to the patients, the refusal of a request apparently so reasonable might operate to discourage superintendents from an economical use of the ordinary expense fund at their disposal.

If the legislature should see proper to permit the diversion of this balance to the special uses indicated in the request preferred by the trustees, no special appropriation for these purposes will be necessary; but if the legislature should prefer that the ordinary expense balance

shall be used strictly for the defrayment of ordinary expenses, it will be necessary to make the appropriations asked for, so far as they may commend themselves to the judgment of the General Assembly.

Of these appropriations, those which we regard as most important, are for the fire-plugs, ironing-room and amusement hall, and for the reconstruction of the portico and improvement of the grounds. The fire-plugs will afford a great additional protection against the peril of conflagration, and will, we think, be regarded by the legislature as of almost essential importance. The ironing-room and amusement hall are two component elements of one general design, which is to provide for the benefit of the patients a suitable room in which to hold dances and give theatrical and other exhibitions, lectures, readings, concerts, etc. To do this will involve the obliteration of the present ironing room. The space now occupied for that purpose will, in that case, be included in the new hall, and a new ironing-room will have to be provided, in connection with which it is proposed to erect, also, a suitable sewing-room, in which the female patients may make dresses, repair garments and engage in other similar occupations. The present sewing room is too small, inconveniently situated, and the room occupied is required for other uses. We regard the improvement as one of very great value, which should be carried into effect as soon as practicable; and we hope that the legislature will concur with us in this view, upon examination of the grounds upon which our opinion is based.

The appropriations for a seed-house, broom-shop, conservatory and summer-houses, though they may be desirable in themselves, are not of immediate and pressing necessity.

If the eleven thousand dollars required for putting in fire-plugs, erecting the ironing and sewing rooms and fitting up a suitable amusement hall in the rear building are expended for these purposes, this will leave ten thousand dollars of the balance on hand, October 1st, 1876, for carrying on the work of renovation of the hospital, in which Dr. Carriel has been engaged for several years past, and which now approaches completion.

We believe that the expenditure of this sum will be judicious, if not absolutely necessary.

*Southern Insane Hospital.*

The special appropriations asked by the Southern Insane Hospital at Anna, are as follows:—

Improvement of the grounds.....	\$2,000
Finishing road from Anna.....	2,500
Coal-house .....	2,000
Carpenter-shop.....	400
Brick barn.....	4,500

Fire-pump and hose.....	1,800
Rotary oven.....	1,000
Dry closet.....	2,500
Improvements and repairs, \$5,000 <i>per annum</i> .....	10,000
<hr/>	
Total.....	\$26,700

The appropriation of two thousand dollars *per annum* for repairs, for the past two years, proved insufficient in amount to meet the demands upon it; but this was largely due to extraordinary accidents; with the completion of the south wing a larger sum will be necessary for repairs than heretofore. We think that three thousand dollars *per annum* would probably be sufficient.

The application for two thousand dollars for the improvement of the grounds is eminently reasonable. There are no grounds in the state belonging to any of the institutions which so much need improvement, or where a judicious outlay of money will yield so large returns in picturesque effects. The trustees have adopted, as at Elgin, a plan prepared by a landscape gardener, and propose to carry it out by the use of the labor of the inmates.

The road from Anna, upon which nearly two thousand dollars have been expended, during the last two years, though much improved is still in a dilapidated and treacherous condition. The soil in that part of the state is of such a character that it washes badly after every rain, and the road cannot be properly secured against the effect of storm and frost unless it is covered with gravel to a depth of several inches. An abundant supply of gravel is found upon the farm belonging to the institution, and an appropriation of two thousand, five hundred dollars, as suggested by the trustees, will, if expended economically, almost if not entirely meet the expense of finishing the road, provided that the labor of patients is properly utilized, as is proposed by the superintendent.

The last General Assembly made an appropriation of one thousand dollars for a coal-house, no portion of which has been drawn from the public treasury, because the amount was insufficient to accomplish the purpose for which the appropriation was made. The coal-house at Jacksonville, which is fully as large as is needed at Anna, can be duplicated to-day as it stands for about two thousand dollars. We think that an additional appropriation of one thousand dollars would be all that is actually necessary.

We approve the request for four hundred dollars for a carpenter's shop, which is very much needed.

A new brick barn is also greatly needed, for the reasons indicated by the superintendent in his report to the trustees. The removal of

the old barn is essential to the execution of the plans adopted for the improvement of the grounds; and although this expenditure might possibly be delayed for two years without any serious evil consequences, still we think it advisable to erect the structure proposed at once, if the funds at the disposal of the General Assembly will admit. The estimated cost we regard as within a reasonable limit, considering the size and character of the barn to be built.

The appropriation of eighteen hundred dollars for fire-plugs and hose is imperatively demanded in order to secure not only the property of the state, but the lives of the imprisoned inmates. The state of Illinois has, for several years past, been its own insurer, and so great a risk cannot safely be borne without taking every possible precaution against the possibility of disaster by fire.

The request for two thousand, five hundred dollars for the improvement of the laundry, by an extension similar to that erected at Elgin, is scarcely less necessary, as will be apparent to any committee of the house or senate which may visit the hospital this winter. The present closet for drying clothes, after they are washed, is shamefully inadequate to the demands of the institution, and it is simply impossible to do the work without better facilities.

The rotary oven asked for is also a very desirable improvement; it will improve the quality of the bread, cheapen the cost of baking and will, in a short time, pay for itself. Such ovens are in general use by bakers who do business for themselves, and the one at Elgin has given complete satisfaction.

We do not see that we can conscientiously recommend the striking out or the reduction in amount of any of the appropriations asked for by this institution. The total amount requested is small and the particular sums are not in excess of the actual cost of the improvements contemplated.

*Institution for the Deaf and Dumb.*

The special appropriations asked for by the Institution for the Education for the Deaf and Dumb, are as follows:—

Erection of shops.....	\$19,931 25
Coal-house .....	1,941 00
Ice-house .....	2,500 00
Converting old chapel into dormitories.....	831 67
Completing basement of dining hall.....	1,160 00
Repairs of area and stone steps.....	990 00
Stone steps for outside entrances.....	325 00
Stone flagging in boiler house.....	380 00
Painting and calcimining.....	1,013 00
Extension of sewer.....	1,000 00

General repairs, \$3,000 <i>per annum</i> .....	6,000 00
Pupils' library.....	1,000 00
	<hr/>
Total.....	\$37,071 62

With regard to these appropriations, we think that if three thousand dollars *per annum* is allowed for general repairs and improvements, (and we recommend the appropriation of this amount), some of the special improvements asked for may be made out of the general repair fund. We should not, in that case, deem it necessary to make any special provision for the expense of converting the old chapel into dormitories, or repairing the area and stone steps, or laying stone steps for the outside entrances and stone flagging in the boiler house, or for painting and calcimining. As to the repairs of the area, it appears to us that it would be not only cheaper but better to fill it up at once. It is of no use to the institution, and if repaired will require to be repaired again before many years. Filling it up will cover a large surface of fine cutstone work, but the stone can be protected by hydraulic cement, and we regard this as the most feasible plan to pursue, under all the circumstances.

The erection of an ice-house at a cost of two thousand five hundred dollars is not necessary at this time, as will be plainly seen when it is considered that the institution has been storing ice in an ice-house upon premises immediately adjacent, the use of which can be had for the next two years on the same terms as heretofore, namely; the granting to the proprietor of the privilege of using so much ice as he may require for his own domestic purposes. The institution already has an ice-house, but of limited capacity.

Neither do we regard the completion of the basement of the dining hall as of immediate and pressing necessity. The institution has a room which it has used and can very well continue to use as an ironing room. It might be expedient to make an appropriation of an amount sufficient to finish off a suitable store-room in the basement for the reception and storing of supplies. Such store-rooms are much needed in nearly all the institutions of the state. We believe that a proper system of issuing supplies and keeping an account of their consumption would result in a saving of expense to the state; but the majority of the institutions are destitute of the suitable and necessary conveniences for the adoption of such a system.

The amount asked for the erection of shops (nineteen thousand, nine hundred and thirty-one dollars) is precisely the same as was asked for this purpose two years ago. The estimate of the cost was based upon the prices of materials and labor at that time. In view of the great reduction in the price of materials and labor, amounting, probably, to not less than twenty-five *per cent.*, we believe that the shops can be

erected after the plans originally prepared by the architect for a sum not exceeding fifteen thousand dollars, and we cannot recommend the appropriation of any sum in excess of this amount. That shops are greatly needed is very evident to any one who has seen the present contracted and unsuitable quarters now occupied by the industrial department of the institution. On this subject we said in our last report to the General Assembly:—

The erection of the dining room, school building and chapel, in our judgment, fully commits the state to the logical results of that step and the readjustment which we predicted must follow in order to the efficiency of the institution. We do not see how the state can now refuse to do whatever may be necessary to render the working of the institution in its enlarged form successful and creditable. The completion of the building already begun is a necessity, and the new shops asked for must sooner or later be provided. In the present embarrassed financial condition of the country at large, however, the institution can manage to rub along reasonably well for the next two years without an appropriation for shops.

It seems to us that fifteen thousand dollars will build very extensive shops, and we are not at all sure that the plans of the architect might not be so modified as to reduce the cost of this improvement below fifteen thousand dollars, without detriment to the interest of the institution.

A new coal-house is also very much needed. At present coal is stored in the open air, in a dilapidated wooden shed; but we do not think that a new building of sufficient size needs to cost more than one thousand, five hundred dollars, the amount asked for this purpose by the Asylum for Feeble-Minded Children, at Lincoln.

The appropriation of five hundred dollars a year for the pupils' library seems to be every way advisable and proper.

As to the request for one thousand dollars for the extension of the sewer, the remarks made upon this subject in the superintendent's report, appear to us to be just and worthy of due consideration. We think that the appropriation should be made, but not without guarding it in such a manner as to prevent the establishment, by the action now taken, of any ground for a claim on the part of any person that the state is under obligation to extend it to any point beyond that now proposed.

#### *Institution for the Blind.*

The Institution for the Education of the Blind asks for special appropriations to the amount of \$5,832 34, in three items as follows:—

Repairs, \$1,250 <i>per annum</i> .....	\$2,500 00
Books and maps for pupils, \$500 <i>per annum</i> .....	1,000 00
Balance due on centre building.....	2,332 34

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Total..... \$5,832 34

We cordially recommend them all to the General Assembly.

The appropriation of books for pupils is designed to be expended as

heretofore in the purchase of bibles and other suitable books in the raised character, to be presented to pupils who leave the institution, in order that they may retain their facility for reading with the ends of their fingers, and may have some intellectual resource permanently at their command. Most of them are unable to meet this expense for themselves, and the charity, while it costs the state little, adds greatly to their happiness.

The appropriation of \$2,332 34 due to the contractors who erected the centre building and put in the steam heating for the same, ought in our opinion to be granted, as an act of justice to men who have honestly earned the amount due them, which still remains unpaid. The original appropriation, in 1873, for this centre building, was eighty thousand dollars, namely : seventy-five thousand dollars for construction and five thousand dollars for heating. The contract for building, with Messrs. Bruce and Loar, was for fifty-eight thousand, six hundred and seventy dollars. By a supplemental contract, the trustees agreed to allow them for pressed brick for the front of the building and laying the same, five thousand eight hundred dollars. The trustees further agreed to buy yellow pine flooring, which Messrs. Bruce and Loar were to receive and lay down, and to allow thirty-five dollars a thousand for said flooring, as part payment on the amount due under the original contract. In May, 1874, the trustees were removed by the governor, and a new board appointed, who organized June 4th, 1874. At that time the old board had paid out, for the building and heating the same, the sum of sixty-two thousand, nine hundred and ninety-eight dollars and ninety-four cents, of which fifty-five thousand three hundred and fifty-eight dollars has been paid to Messrs. Bruce and Loar, twelve hundred and fifty dollars to the architect, eleven hundred and seventy-five dollars to the superintendent of construction, four thousand, three hundred and eighty dollars to Messrs. Pope and Co., and the remainder for various extras, such as a change in the smoke stack, building a drain, etc. The amount of this fund turned over to the new board was seventeen thousand and one dollars and six cents; the amount due on the contract to Bruce and Loar was nine or ten thousand dollars. We said, in our last biennial report:—

The present trustees very properly disclaim any responsibility on building account. The former trustees, on the other hand, claim that they would have refused to allow some of the "extras" charged by the contractors, and would have insisted upon some "deductions" for alterations, which would have brought the cost of the building within the appropriation. It is not improbable that the deficiency is due to the change in the management taking place prior to the final settlement with the contractor.

To this we add that one of the contractors has been obliged to pay ten *per cent.* interest upon the amount due him for more than two years past, and to secure the loan by a mortgage on his residence, an expense and a risk which he is entirely unable to afford. If there are any questions in this connexion which require investigation by the



legislature, we trust that such investigation will be made. This seems to be the right of the claimant.

*Asylum for Feeble-Minded Children.*

The Asylum for Feeble-Minded Children ask for the following special appropriations:—

Furnishing new building at Lincoln.....	\$35,000
Twenty additional acres of land.....	4,000
Four hundred rods of fencing.....	1,360
One hundred and fifty rods of walks for pupils.....	600
Scales and scale-house.....	400
Enclosing covered passage ways.....	1,000
Completing, heating and furnishing basement.....	16,640
Barn and cow-stable.....	4,500
Coal-house.....	1,500
Ice-house.....	1,700
Thirty cows.....	1,200
Two cisterns, capacity 150 barrels each.....	1,100
Total.....	\$69,000

With regard to the appropriation of thirty-five thousand dollars, for furniture, we believe that the estimates in details have been very carefully prepared by the superintendent, and that they are probably nearly correct. They are based upon the assumption that it will be necessary to provide in the institution for three hundred children. It is not likely that the number of pupils in the asylum at the opening of the new building will be so great, but it is quite probable that before the expiration of two years from the first of next July, the number will be three hundred, or even more. And as the appropriation is made for a period of two years, and cannot be drawn under the law, faster than is required for use, we think that it will be advisable to make a grant of money enough to provide for that number. The principal committees of the legislature will have an opportunity to see and examine the estimates in detail, and if any reduction of the total sum is possible, this can be ascertained. We judge that an appropriation of thirty-five thousand dollars will not be much, if at all in excess of the actual necessities of the case.

The application for four thousand dollars for the purchase of twenty additional acres of land lying between the forty acres already purchased and the L. B. and W. R. R., we think ought to be granted without doubt. Forty acres is too small an amount of lands to meet the necessities of the institution for grounds, garden, pasture and fields in which to exercise and develop the faculties of the male pupils. The purchase of the other lands desired by the board of trustees, as will be seen by reference

to their report, would, we think, be advisable, but perhaps not at the present time. If the General Assembly will purchase the twenty acres asked for, further additions may be deferred for the action of future Assemblies.

We have no doubt as to the propriety and expediency of making the appropriations asked for fencing, walks, scale and scale-house, and enclosing the covered passage-ways from the wings to the dining room. Platform scales will enable the institution to test the weights of coal, hay, etc., and will operate as a check upon any attempted fraud in this respect; and it will be economy in the end to protect them from the weather. The passage-ways referred to will be used three times a day, at meal time, by the pupils, and should be warmed to prevent undue and dangerous exposure of their health, which cannot be done unless they are enclosed, which was not provided for in the original contract.

But we cannot fully agree to the necessity for completing the basement at this time. It is true that it could probably be finished more cheaply now than in the future, and that it would be a great addition to the Asylum. But the original plans contemplated no basement, and the institution could do as well for the next two years without a basement as it would have done had the original design been adopted. The appropriation depends, we suppose, on the amount of the tax levy and of the demands upon it. We certainly do not object to it, if the General Assembly can make it without injustice to other applicants. But we cannot take the responsibility of recommending it.

The remaining appropriations requested are all needed, except perhaps the ice-house, the erection of which might be postponed for two years. The estimates of four thousand, five hundred dollars for a barn and fifteen hundred dollars for a coal house are founded upon proposals by practical mechanics to duplicate the barn and cow-sheds at the Institution for the Deaf and Dumb, with some additions, and the coal house at the Central Hospital for the Insane, without excavation, for the sums named. The cisterns will certainly be needed; and the cows, though possibly a smaller number than thirty might answer. We suggest that the item for an ice-house be stricken from the list, and that the appropriations for cows and for cisterns be reduced respectively to one thousand dollars each.

#### SOLDIERS' ORPHANS' HOME.

The special appropriations asked for by the Soldiers' Orphans' Home, at Normal, are as follows:—

Sewer .....	\$1,000
Hospital building.....	8,000
Repairs and improvements, \$1,500 <i>per annum</i> .....	3,000
New roof on main building.....	1,200

Carpenter work, material for floors, etc.....	1,200
Painting roof and cupola.....	275
Painting, graining and varnishing in main building and school-house .....	1,500
Calcinining and whitewashing.....	400
Plastering .....	500
Additional furniture.....	2,000
Total.....	\$19,075

The application for one thousand dollars for a cistern proceeds upon the assumption that the appropriation already made will revert to the state treasury before it can be used. This is a misapprehension, and the request therefore does not demand any further notice at our hands.

The appropriation of fifteen hundred dollars a year for general repairs, is we think necessary and proper.

The requests for special improvements contained in the list as given above, also commend themselves to our judgment. The applications are based upon mechanics' estimates, after survey of the premises, and the demand for them is real and not fanciful. These estimates, however, were not actual bids, and in competition lower offers can doubtless be obtained. Four thousand dollars would probably do the entire work proposed.

Instead of two thousand dollars for furniture, we recommend an appropriation of fifteen hundred dollars, and that this be made payable at the rate of seven hundred and fifty dollars per annum,

The application for an annual appropriation of two hundred and fifty dollars for the purchase of additional books and so forth for the library, we approve. Wherever, as in the Institution for the Deaf and Dumb, the State Reform School and the Soldiers' Orphans' Home, a great number of children of tender years and of average intellectual capacity are assembled together, we think that some provision for their mental aliment is almost as essential to their health and prosperity as the food which goes upon their tables.

As to the appropriation for the hospital building, while we believe that such a building would be of great advantage to the institution and is needed, the request referred to is too vague in form for us to take any action upon it at present. No plans of the proposed building have been prepared, and of course no estimate of the amount necessary for this purpose is possible. An inexpensive frame structure, costing much less than the amount asked, would in our opinion meet all the necessities of the case.

#### *Charitable Eye and Ear Infirmary.*

The Eye and Ear Infirmary, at Chicago, asks for fifteen hundred dollars for repairs and improvements, which we think is as small an

amount as can be appropriated with safety, and we recommend this appropriation.

It also asks for three thousand dollars for the purchase of additional furniture. At present only a part of the building is furnished, and the average number of inmates accommodated does not exceed forty. The building, if filled to its entire capacity, would accommodate one hundred patients. The trustees propose, if the General Assembly gives its consent, to enlarge the usefulness of the institution by admitting an increased number of applicants during the coming two years. They anticipate that the demand for accommodation will compel admissions to the full capacity of the infirmary. This cannot be done without the expenditure of the amount proposed, for furniture, which is not large, and we recommend that the appropriation be made.

*State Reform School.*

The Reform School, at Pontiac, asks for ten thousand five hundred dollars in special appropriations as, follows:—

Repairs and improvements, \$3,000 <i>per annum</i> .....	\$6,000
Pupils' library, \$250 <i>per annum</i> .....	500
For family building, in addition to former appropriation.....	3,500
Furnishing the same.....	500
Total.....	<u>\$10,500</u>

The amount asked for repairs and improvements is three thousand dollars a year, which is a larger sum relatively to the size of the institution, than we have recommended in the case of the other institutions of the state, but a comparison of the condition of the premises and buildings of the Reform School with the condition of buildings elsewhere, will show that a larger expenditure is necessary, in order to bring the institution up to the proper standard. A larger amount should be expended for repairs within the next two years, than has been during the past two. We recommend the appropriation of three thousand dollars.

An appropriation of two hundred and fifty dollars a year for books, papers and magazines for the benefit of the library, used by pupils, seems to be fair and just.

The last General Assembly appropriated nine thousand dollars for an additional building. The object of this appropriation was to provide a separate house for the occupation of a select class of inmates composed of those who had manifested slight criminal impulses and tendencies prior to their admission; also of those who, by their good conduct and amenability to the discipline of the school, have merited distinction, and with regard to whom there is good ground to hope for a permanent and thorough reformation, which would be promoted by

separating them from association with the more vicious and degraded inmates. In our opinion, the family system of organization for reform schools, has very great advantages over the congregate plan, which has been adopted in the organization of the school at Pontiac. An ingrafting upon that institution of the family system, even to a partial extent, would result in great and lasting benefit. But the amount appropriated was much less than was asked for by the trustees, and every effort to secure the erection of a building suitable to its use for nine thousand dollars proved futile. The institution now asks for three thousand, five hundred dollars additional, to make the former appropriation available. We believe that it would be good policy to grant the request preferred by the superintendent and the trustees.

The five hundred dollars asked for furniture, is for the purpose of furnishing the new family building when erected, and the necessity for it will depend entirely upon the appropriation for building. If the building is erected, it must of course be furnished.

#### RECAPITULATION.

The following statement shows the amount asked by each institution, the amount recommended by this board, and the amount of reduction suggested:—

TABLE.

INSTITUTIONS.	Asked.	Recommended.	Reduction.
<i>Northern Insane Hospital.</i>			
Ordinary expenses, two years.....	\$220,000 00	\$196,000 00	\$24,000 00
Repairs, \$5,000 per annum.....	10,000 00	10,000 00	.....
Alterations in heating and ventilation.....	10,000 00	10,000 00	.....
New boiler-house.....	6,897 85	6,897 85	.....
Grading and shrubbery, \$1,000 per annum.....	2,000 00	2,000 00	.....
New fence in front of hospital grounds.....	2,000 00	.....	2,000 00
Straw-barn.....	1,850 00	.....	1,850 00
Sheds for young cattle.....	1,000 00	.....	1,000 00
Refrigerating-house.....	2,500 00	.....	2,500 00
Sturtevant blower.....	700 00	.....	700 00
Hydraulic elevator in kitchen.....	500 00	.....	500 00
Cisterns for rain-water.....	2,143 00	.....	2,143 00
Gallery in patients' amusement hall.....	796 00	.....	796 00
Purchase of land (thirty acres).....	1,075 00	.....	1,075 00
Total.....	\$261,461 85	\$221,897 85	\$39,564 00
<i>Central Insane Hospital.</i>			
Ordinary expenses, two years.....	\$200,000 00	\$184,000 00	\$16,000 00
Repairs, \$6,000 per annum.....	12,000 00	To be paid	.....
Fire-plugs.....	1,500 00	from bal-	.....
Ironing-room.....	7,000 00	ance on	.....
Amusement hall for patients.....	2,500 00	hand July	.....
Repairs to portico and improvement of grounds.....	3,000 00	1st, 1877.	.....
Seed-house, broom-shop and conservatory.....	1,500 00	.....	.....
Summer-houses in patients' airing-courts.....	1,000 00	.....	.....
Total.....	\$228,500 00	\$184,000 00	\$16,000 00
<i>Southern Insane Hospital.</i>			
Ordinary expenses, two years.....	180,000 00	170,000 00	\$10,000 00
Improvement of the grounds.....	2,000 00	2,000 00	.....
Finishing road from Anna.....	2,500 00	2,500 00	.....
Coal-house.....	2,000 00	2,000 00	.....
Carpenter-shop.....	400 00	400 00	.....
Brick barn.....	4,500 00	4,500 00	.....
Fire-pump and hose.....	1,800 00	1,800 00	.....
Rotary oven.....	1,000 00	1,000 00	.....
Dry-closet.....	2,500 00	2,500 00	.....
Improvements and repairs, \$5,000 per annum.....	10,000 00	10,000 00	.....
Total.....	\$206,700 00	\$196,700 00	\$10,000 00

INSTITUTIONS.	Asked.	Recom- mended.	Reduction.
<i>Institution for the Deaf and Dumb.</i>			
Ordinary expenses, two years.....	\$172,600 00	\$154,000 00	\$18,600 00
Erection of shops.....	19,931 25	15,000 00	4,931 25
Coal-house.....	1,911 00	1,500 00	411 00
Ice-house.....	2,500 00	.....	2,500 00
Converting old chapel into dormitories.....	831 67	.....	831 67
Completing basement of dining hall.....	1,160 00	.....	1,160 00
Repairs of area and stone steps.....	990 00	.....	990 00
Stone steps for outside entrances.....	325 00	.....	325 00
Stone flagging in boiler-house.....	380 00	.....	380 00
Painting and calcimining.....	1,013 00	.....	1,013 00
Extension of sewer.....	1,000 00	1,000 00	.....
General repairs, \$3,000 per annum.....	6,000 00	6,000 00	.....
Pupils' library.....	1,000 00	1,000 00	.....
Total.....	\$209,671 92	178,500 00	\$31,171 92
<i>Institution for the Blind.</i>			
Ordinary expenses, two years.....	\$56,000 00	\$56,000 00	.....
Repairs, \$1,250 per annum.....	2,500 00	2,500 00	.....
Books and maps for pupils, \$500 per annum.....	1,000 00	1,000 00	.....
Balance due on centre building.....	2,332 34	2,332 34	.....
Total.....	\$61,832 34	\$61,832 34	.....
<i>Asylum for Feeble-Minded Children.</i>			
Ordinary expenses, two years.....	\$114,000 00	\$116,000 00	\$28,000 00
Furnishing new building at Lincoln.....	35,000 00	35,000 00	.....
Twenty additional acres of land.....	4,000 00	4,000 00	.....
Four hundred rods of fencing.....	1,350 00	1,350 00	.....
One hundred and fifty rods of walks for pupils.....	600 00	600 00	.....
Scales and scale-house.....	400 00	400 00	.....
Enclosing covered passage-ways.....	1,000 00	1,000 00	.....
Completing, heating and furnishing basement.....	16,640 00	.....	16,640 00
Barn and cow-stable.....	4,500 00	4,500 00	.....
Coal-house.....	1,500 00	1,500 00	.....
Ice-house.....	1,700 00	.....	1,700 00
Thirty cows.....	1,200 00	1,000 00	200 00
Two cisterns, capacity 150 barrels each.....	1,100 00	1,000 00	100 00
Total.....	\$213,000 00	\$166,350 00	\$46,640 00
<i>Soldiers' Orphans' Home.</i>			
Ordinary expenses, two years.....	\$100,000 00	\$90,000 00	\$10,000 00
Sewer.....	1,000 00	.....	1,000 00
Hospital building.....	8,000 00	.....	8,000 00
Repairs and improvements, 1,500 per annum.....	3,000 00	3,000 00	.....
New roof on main building.....	1,200 00	.....	1,200 00
Carpenter work, material for floors, etc.....	1,200 00	.....	1,200 00
Painting roof and cupola.....	275 00	.....	275 00
Painting, grading and varnishing, in main building and school house.....	1,500 00	4,000 00	1,075 00
Calcimining and whitewashing.....	400 00	.....	400 00
Plastering.....	500 00	.....	500 00
Additional furniture.....	2,000 00	1,500 00	500 00
Total.....	\$119,075 00	\$98,500 00	\$20,575 00
<i>Eye and Ear Infirmary.</i>			
Ordinary expenses, two years.....	\$10,000 00	\$24,000 00	\$6,000 00
Repairs, \$1,500 per annum.....	3,000 00	3,000 00	.....
Additional furniture.....	3,000 00	3,000 00	.....
Total.....	\$16,000 00	\$30,000 00	\$6,000 00
<i>State Reform School.</i>			
Ordinary expenses, two years.....	\$30,000 00	\$64,000 00	\$14,000 00
Repairs and improvements, \$3,000 per annum.....	6,000 00	6,000 00	.....
Pupils' library, \$250 per annum.....	500 00	500 00	.....
For family building, in addition to former appropriation.....	3,500 00	3,500 00	.....
Furnishing the same.....	500 00	500 00	.....
Total.....	\$71,000 00	\$74,500 00	\$14,000 00

\*Increase.

The total reduction suggested by us, is \$162,950 92. With the remarks and explanations already suggested and with the reports of the institutions before them, the General Assembly can readily form an

opinion as to the propriety or impolicy of our suggestions. As to the general argument for the appropriations for state institutions, it was fully stated on the forty-first page of our last biennial report, to which we refer any who may desire to see it. The people of this state undoubtedly take a pride in their institutions and wish them liberally supported, but without ostentation or waste.

The total amount of appropriations asked by the nine institutions subject to our inspection, is \$1,388,241 11, less \$28,500, (balance of the ordinary expense appropriation of the Central Hospital for the Insane). The amount recommended by us, if the funds at the disposal of the General Assembly admit, is \$1,225,290 19.

#### THE NEW REGULATING ACT.

The act to regulate the state charitable institutions and the state reform school, to which reference has already been made, requires the keeping of a set of books in the office of the board of public charities, a description of which will here be in place: A uniform blank has been prepared for the quarterly financial statements made to the trustees of the several institutions by their respective superintendents, in which a certain classification, uniform for all of them, has been adopted. Under certain general headings and subdivisions the names of all the principal articles included in each class of supplies are enumerated, and the amount of each article purchased, the price and the total cost carried out in separate columns. The aggregate figures of the institution-accounts for the quarter, together with the figures taken from the treasurer's quarterly statement showing the receipts, payments and balances of each fund in detail, are entered upon the journal of the board of charities and subsequently posted into a large ledger in which accounts have been opened with each appropriation, each institution and each treasurer, and also with miscellaneous income, orders, quarterly statements, vouchers and commissioners of public charities. The ledger is kept in such way as to enable the commissioners to ascertain at any moment how much money has been received by each institution, during each quarter, from all sources; how much has been paid out: how much remains to the credit of the institution, in the hands of the local treasurers, or in the state treasury: how many and what orders upon the local treasurers, if any, are outstanding and unpaid; and how much of the indebtedness of each institution remains unliquidated. Also what vouchers have been filed in the office of the board, and the number of vouchers still due.

All these various accounts, at the time of closing the ledger, are carried to the "state of Illinois," which account stands for "stock," or "proprietor," in an ordinary set of books. Besides the journal and ledger, certain auxiliary books are employed for keeping track of the expenditures. These are, First: A voucher list, in which the vouch-

ers for each appropriation are entered in their numerical order, and the amounts footed up to date.

Second: An index of vouchers, in which the amount of every individual account each quarter is entered in its proper place, and the aggregate for the year carried out on the right hand column of the page. This book serves two ends: it enables the book-keeper to put his hands on any particular bill at a moment's notice, and it shows the extent of the transactions with the institution of every one of its creditors.

Third: A book of prices; and

Fourth: A book of amounts.

In these last two books the quarterly statements of expenses are copied so as to show, in parallel columns, the amount of each article purchased and the price paid, by each of the institutions, during each quarter. By glancing over these columns it is easy to make the necessary comparisons between the several institutions, in respect to their financial management.

Under the system adopted by us, any committee or any member of the general assembly can without difficulty, and without the loss of much time, visit the office of the board in the new state house, examine the books, count out the vouchers, and ascertain whether the money appropriated for the benefit of the institutions has or has not been satisfactorily accounted for. This system operates in two ways: In the first place it is a check against extravagance or fraud on the part of the institutions, because any mismanagement is recorded in such a manner that it will be certain, upon investigation, to come to light, and the record is permanent. A strong inducement is held out to the institutions to the exercise of the most careful economy and of absolute integrity. On the other hand, the institutions are protected by the record against unjust aspersion and criticism, arising from ignorance or from suspicion.

The thorough examination of the finances of the institutions made by us, since the new law went into effect, has revealed some defects in their accounts which still require attention and remedy. We are as yet unable, for instance, to state with confidence the financial result of farm labor, and of the various industries carried on in the institutions. Within the next two years we intend to introduce such a system of farm and shop accounts as will enable us hereafter to ascertain to what extent these industries are remunerative. In order to do this, it will be necessary to keep a fair and strict record of the value of all farm products consumed by the inmates, and of all labor in the shops done for the benefit of the institution, from which no cash income is derived. The amount consumed upon the premises does not appear upon the books of the treasurer, but is an addition to the cost of running the institutions which should be considered in any estimate of their expenses; but this has never been done.



Another defect in the accounts of the institutions is the lack of any complete system of record of the issue and consumption of supplies. In all large concerns, such as manufacturing establishments, hotels, etc., as perfect a record is kept of the disposition of stores as of the expenditure of funds, and such records operate as a check against petty theft and against waste. We shall endeavor to secure the introduction of a proper system of records of this character, between now and the time for making out our next biennial report.

#### THE INSPECTION OF HOSPITALS FOR THE INSANE.

In the reports of the northern and of the central hospitals for the insane herewith transmitted, will be found a series of resolutions adopted by the American Association of Medical Superintendents of Hospitals for the Insane, at their annual meeting held at in the year 1875. These resolutions are printed at the request of the Association.

It is proper for us to say that if we understand their real scope and spirit, we agree with them to a certain extent. There is an interference with the management of insane hospitals and a kind of criticism of superintendents which is calculated to place a very serious obstacle in the way of their success and thereby to do a real injury to the insane. All unjust suspicion, all unfounded attacks upon the system of caring for the insane in general use in this and other countries, tends to prevent the unhappy victims of this dreadful malady from seeking the benefit of treatment in them. The wrong done, while it affects the superintendents immediately, ultimately falls upon the insane themselves.

It is our opinion, however, that the present system of caring for the insane is very far from realizing the highest ideal possible of attainment.

No mode of treatment whatever can obviate the suffering incidental to the character of the complaint, no surroundings, no comforts, no amount of patient and persistent kindness, can prevent the majority of insane people from enduring great torture through the irritation of their nervous sensibilities. They suffer at home, they suffer in the insane hospitals; and in the majority of cases nothing but death will relieve them of their sufferings. When they are brought together in large numbers, and placed under the care of hired attendants, it is impossible that there should not arise among them difficulties between one patient and another, or between patients and attendants, the issue of which is always unpleasant and often unfortunate. The same would be true if they were at home. The tendency of the insane to entertain sentiments of suspicion and of ill will towards their immediate relatives, is very generally known and understood, and one rea-

son for removing them from their homes to hospitals provided for their reception is that they usually manifest less opposition to surveillance and restraint on the part of strangers than on the part of those near friends from whom they imagine that they have a right to expect different treatment.

But our hospitals for the insane are very costly; and the desire to reduce their cost leads to the aggregation of larger numbers of insane persons under a single roof, than can be cared for individually by the officers in charge, with that degree of thoroughness which is desirable. The time of the superintendent is necessarily taken up in attending to the general affairs of the hospital—the oversight of the finances, the management of the employees, the discipline of the institution, correspondence with friends, the reception of visitors, the administration of the organization, etc., etc. We believe that the usual practice of superintendents is to visit the wards in the hospitals under their charge, only once a week, except in special cases, and the responsibility of medical care and treatment is thrown almost entirely upon the assistant physicians, subject, of course, to the presiding control of the superintendent, who is consulted whenever his advice and counsel seem to be required. The assistant physicians are paid small salaries, and to each of them is assigned the care of from two to three hundred insane persons, in from six to ten or a dozen separate wards. The assistant physicians go through the wards once and perhaps twice a day, looking, questioning and prescribing for patients. During the remainder of the time, the patients are in the charge of attendants, who are selected from a multitude of applicants, and are paid but a meagre compensation. It is impossible for the superintendent to be aware at all times of what transpires within the wards. Where difficulties and disturbances arise or unnecessary violence is used in handling a refractory patient, the fault lies, not so much in the supposed incapacity or inefficiency of superintendents, as in the system of oversight and control.

That it is very desirable to find some better way must, we think, be conceded by all fair-minded and humane men; but destructive criticism, that kind of criticism which tears down existing institutions without suggesting something better to take their place, is certainly unwise. On the other hand, fair-minded, appreciative, sympathetic criticism of the management of hospitals for the insane, by those who have their welfare and the welfare of their inmates really at heart, cannot fail to be productive of great good.

The resolutions adopted by the Association of Medical Superintendents, while they are aimed at that kind of criticism which we deprecate, as they do, are not worded with sufficient care to enable a casual reader to perceive that there was in their mind any discrimina-

tion as to this point. They are susceptible of an interpretation which probably their author and the gentlemen who voted for them did not perceive at the time of their adoption.

We have a great respect for the superintendents of insane hospitals, and believe that their opinions, when formally and deliberately expressed, are entitled to much consideration, and that all weight which really attaches to them should be given to them. But while they are brought directly in contact with the insane and have better opportunities than any other class of men for forming an accurate judgment as to their condition and necessities, it may be doubted whether outsiders are not quite as competent to judge of the results of treatment and of the effect upon the community as the superintendents are; and we do not think that they should be allowed to dictate legislation, nor do we believe that it is good policy for them to oppose intelligent and honest supervision and inspection by legally constituted authority.

We do not care to discuss these resolutions at length. Both Dr. Carriell and Dr. Kilbourne disclaim any purpose upon their part of attacking the system of supervision of public institutions in this state, and declare that on the contrary their experience has taught them that the kind of supervision exercised by the Illinois Commissioners of Public Charities has been beneficial rather than prejudicial to the management of the hospitals and the condition of the insane patients.

We hope for the day when the wisdom of mankind will be able to devise such improvements in the methods of treating insanity as will result in the arrest of the evil, the restoration of a much larger ratio of insane persons to the possession of their rational faculties, and the increased comfort of the incurable insane, while at the same time the great burden of their maintenance at public expense may be to some extent reduced. We believe that in this desire the superintendents of insane hospitals fully sympathize. The difficulty with them is that they are attached to the present system, which they have learned to administer, and the beneficial effects of which they have seen in their own experience, and they can scarcely realize the extent to which a certain dissatisfaction with the result exists in the mind of the community at large, nor perceive that there is a possibility that this dissatisfaction may not be wholly without foundation. The necessary innovations are not very likely to originate with them, and the influence of the association is perhaps to discourage bold and original speculation on the part of individual superintendents. The tendency of their discussions and action is rather to produce uniformity in the system and a firm adhesion to it on the part of all members of the body.

On the other hand, there are few persons, not superintendents of

hospitals for the insane, who are sufficiently familiar with the nature of insanity, the wants of insane people, the results of treatment and the general internal and external relations of insane hospitals, to render them competent to suggest in what manner the changes in the present system, which the people undoubtedly desire, may or can be brought about. In this respect we think that the establishment and maintenance of boards of public charity, with secretaries specially trained for the discharge of the duties of their position and qualified by their liberal education and their special professional studies to form an independent judgment upon these questions, is a hopeful sign of the times, and that the superintendents themselves may look with hope to the establishment of such boards, as affording a prospect of a solution of some of the difficulties which have most perplexed them.

We cannot dismiss this subject without adding that the state hospitals of Illinois occupy a very high place among institutions of similar character throughout the country, and there are few, if any similar institutions, in which better results are obtained at less cost, or the condition of the patients is, on the whole, more free from unnecessary restraint and discomfort. Any criticism which may be made upon them will probably apply with equal force to all other institutions of their class in the United States or Canada, if not in foreign countries also, and the matters complained of, wherever well-founded complaint exists, are the natural outgrowth of the system, which is after all imperfect at best, but which it is exceedingly difficult, if not impossible to alter for the better at the present moment. While we may look forward to an amelioration of the condition of the insane in the future greater than it has been in the past, we must remember that but a few years ago the insane were treated like wild beasts, chained, scourged, starved and utterly neglected. The change already manifest in this respect is the surest possible harbinger of further changes in the same direction.

The question of complete provision for the care of all the insane of the state must continue to engage the attention of the General Assembly and the people of Illinois, for some years to come. With an insane population of over three thousand within our borders, the three existing state hospitals will not accommodate much if any more than one half of the insane who require such care. Cook county has an insane hospital of her own, maintained at the expense of the county, in which several hundred can be well cared for, under a proper administration. But it is evident that sooner or later the state will be obliged to make additional provision for hospital treatment at public expense.

In the report of the superintendent of the Central Hospital for the Insane, the suggestion is made that it would be cheaper to do this by adding wings to the present hospitals, rather than by the erection of an

additional hospital at some new point; but this argument appears to us to be fallacious, and the tendency of it, so far as it meets with any degree of public favor, is injurious to the real interests and welfare of the insane. We have already said that in our opinion the number of insane congregated under a single roof is too great, and that this evil calls for a remedy. With these views, we cannot give our assent to any increase of the number of patients now under the control of any of the superintendents in this state. While it may appear, at first blush, that the enlargement of the present institutions would be an economy, a more careful investigation will demonstrate that in the end the total expense will not be diminished, but rather increased. The first cost is not the only cost. The first appropriation will necessitate further appropriations. Any change in the general organization will open the door to a long series of changes, and when the consequences of enlargement are taken into account, it will be discovered that the state will, in the end, suffer pecuniary loss by the adoption of Dr. Carriell's suggestion, which, it will be observed, he does not press with any earnestness.

But the great objection to enlargement is the opposition which we feel to any increase of the responsibilities of superintendents, and our desire that the patients may receive a larger amount of personal attention than they are likely to have if their number is increased.

#### DISTRICTS FOR THE INSANE.

There is another point to be considered in connexion with this question, which is the system of districting the state for insanity, adopted by the last General Assembly, according to which certain counties send their insane to the hospital at Elgin, others to Jacksonville, and others to Anna. The southern district is already very much larger relatively to the entire area of the state than either of the other districts, and this for two reasons—because the population in the southern portion of the state is more sparse, and because the ratio of insane persons to the entire community is smaller. The completion of the new south wing will nearly double the capacity of the Southern Hospital for the Insane and will compel the re-districting of the state or some change in the present law. We are not prepared to suggest what that change should be, nor to mark out any geographical lines of division. This can best be decided by the members of the General Assembly, who know or can ascertain the wishes of the counties they represent in this matter. We hope that some agreement satisfactory to all parties may be arrived at.

But the erection of a fourth hospital whenever the proper moment comes, when the demand is imperative and will brook no further delay, and when the financial condition of the state is such as to justify

the necessary expenditure, would make a much more satisfactory re-districting of the state possible. In this respect it would seem to be a wiser policy to erect a fourth hospital, rather than to enlarge one or all of the existing institutions. We do not know what the present General Assembly will be disposed to do in this matter; and we have no positive recommendation to make, other than to advise against the enlargement of any of the present hospitals. We call attention to the inadequacy of the present provision for the insane of this state, and leave the subject to the consideration of that body which is immediately and directly responsible—the General Assembly itself.

#### NUMBER OF REPORTS PRINTED.

The law relating to state contracts (R. S., page 1,000, item 12th,) prescribes the number of copies of reports of the several institutions which the commissioners of state printing are authorized to publish. The number named in the law is uniform for all the state institutions, and is insufficient for the uses of most of them. They are, therefore, obliged to publish separate and extra editions, at their own expense, in order to distribute reports to the newspapers, physicians of the state, the families of the inmates and to residents of other states, who may desire the information contained in these documents. It would be cheaper to increase the number of reports printed by the state printer, under his contract, rather than to pay a second time for their publication.

The law forbids the publication of any but the biennial reports. Some of the institutions desire to publish annual reports. The institution for the Education of the Deaf and Dumb did print, last year, an annual report—probably without noticing the wording and effect of the statute upon this subject. This is a question which may very properly engage the attention of the General Assembly.

#### THE EYE AND EAR INFIRMARY.

There are some changes in the act to regulate the state charitable institutions, which may perhaps be advisable. On the whole, the operation of this law has been even better than was anticipated by its framers and supporters; and contrary to our expectation, it has met with the favor and support of the state institutions themselves, who have felt its good effect, as an aid to systematic and thorough management of their finances. No opposition to it exists, so far as we know, anywhere. But the language of the seventy-sixth section respecting the board and treatment of all residents of the state of Illinois, who are or may become inmates of the state charitable institutions, free of charge during their stay, is so broad as to prevent the collection, after the first of next July, of any charges for board from residents of this state who may seek treatment for diseases of the eye or ear at the Char-

itable Eye and Ear Infirmary in Chicago. We do not think that the General Assembly intended this result. The Eye and Ear Infirmary occupies a different relation to the state and to the people of the state from that of any other state institution. The misfortune which it is sought to relieve through its agency is temporary rather than permanent, and the recovery of sight or hearing is so great a pecuniary advantage to the person recovered as to justify the payment of a reasonable charge for board during the time of his sojourn in the infirmary. The charge would in any case be very slight and the income derived from this source would relieve the state from a portion of the expense. This institution has always been aided to a greater or less extent by private benefactions. The obligation of the state to treat diseases of the eye and ear gratuitously is not so obvious and demonstrable as the necessity for caring for the insane, the deaf and dumb, the blind, the idiots and the orphan children of deceased soldiers. We think that a distinction between the institutions exists, which would justify the state in requiring all inmates of the infirmary, who are able, to pay the just and reasonable cost of their living, while there for treatment.

#### THE SOLDIERS' ORPHANS' HOME.

We have no further suggestions to offer respecting the state institutions, at present, except to mention the fact that under the operation of the law passed by the last General Assembly the scope of the Illinois Soldiers' Orphans' Home has been so enlarged as to allow the superintendent and trustees to receive as beneficiaries of that institution not only the children of soldiers who died in the service, or from disease and wounds therein contracted, but of all soldiers of the Union army who have since died, whether or not their death was attributable to their military experience. Under this law the Home has filled up with a new class of children, more destitute, probably, than any who have been inmates during its former history, most of them of tender years, and the character of the Home has been completely changed.

This fact will no doubt have a bearing upon the question heretofore discussed as to the time for closing that institution. Under the new law it may continue for many years to come, so long as any soldiers still living are in the possession of their manly vigor, and children are born to them, and left at their death in an orphan and destitute condition.

#### BONDS AND OATHS FILED.

The fourteenth section of the act to regulate the state institutions requires the treasurer and superintendent of each of them, before entering on the duties of their office, to give bond payable to the people of the state of Illinois, in such amount, and with such sureties, not less than two, as shall be approved by the trustees and by the gov-

error, conditioned for the faithful performance of the duties of their office, which bond shall be filed in the office of the state commissioners of public charities, at Springfield.

In accordance with this section, the following bonds have been filed with us.

By the superintendents:—

*E. A. Kilbourne, M. D.*, \$10,000; *J. C. Bosworth and J. C. Carpenter.*

*H. F. Carrick, M. D.*, \$10,000; *Marshall P. Ayres, J. B. Turner and Edward P. Kirby.*

*A. T. Barnes, M. D.*, \$5,000; *J. D. Hallam and R. D. Noleman.*

*Philip G. Gillett, M. D.*, \$10,000; *A. C. Wadsworth, Edward Lambert, W. H. Broadwell and L. W. Brown.*

*E. W. Phillips, M. D.*, \$3,000; *Samuel M. Martin and Joseph T. Mathers.*

*C. T. Wilbur, M. D.*, \$5,000; *Wm. Thomas, E. C. Kreider, O. D. Fitzsimmons and H. C. Wiswell.*

*Virginia C. Orr*, \$10,000; *George A. Tryner and Charles W. Holder.*

*George Davenport*, \$2,000; *W. Irving Culver and Edward L. Holmes.*

*J. D. Scouller, M. D.*, \$5,000; *Joseph F. Culver, James A. Caldwell, Benjamin E. Robinson and William R. Fyfe.*

By the treasurers:—

*Sylvester S. Mann*, Elgin, \$50,000; *Alfred D. Mann, D. S. Hammond, W. L. Pease and M. C. Town.*

*Benjamin F. Beesley*, Jacksonville, \$50,000; *O. D. Fitzsimmons, William O. Rear, John Gordon, Isaac L. Morrison, W. F. Huntley and John Robertson.*

*William N. Mitchell*, Anna, \$25,000; *John M. Young, Charles M. Kern, J. M. Burkhart, R. M. Hundley, R. M. Allen and Z. Hudgens.*

*William N. Mitchell*, (supplemental bond dated 1876) \$15,000.

*Augustus E. Ayres*, Jacksonville, \$50,000; *W. H. Broadwell and George S. Russell.*

*Bazill Davenport*, Jacksonville, \$10,000; *Edward Lambert and Henry M. Ennis.*

*John Sweeney, M. D.*, Normal, \$25,000; *Charles W. Holder and John W. Whipp.*

*W. Irving Culver*, Chicago, \$5,000; *James W. Odell and Robert T. Lincoln.*

*James E. Morrow*, Pontiac, \$20,000; *Lewis E. Payson, Albert Lawrence and Stephen C. Crane.*

The ninth section of the same act provides that every person appointed as trustee of any state institution shall, before entering upon the duties of his office, take and subscribe the oath prescribed in the twenty-fifth section of the fifth article of the constitution of the state of Illinois, which oath shall be filed in the office of the secretary of state. This requirement has been fully complied with.



## DR. JOSHUA RHOADS.

Since the date of our last biennial report, Dr. Joshua Rhoads, who was for twenty-four years principal of the Illinois Institution for the Education of the Blind, has departed this life, at the age of sixty-nine years. His long and faithful service, the ability and integrity with which he administered the affairs of the institution under his charge, the purity of his character, the philanthropy of his motives, and the obligations under which he has laid the blind of this state, call for this mention of his death, and the payment of a sincere tribute of respect to his memory. He died on the first of February, 1876. His ancestors came over with William Penn, and he inherited the virtues of the sturdy, friendly race from which he sprang.

## PUBLIC CONFERENCES.

During the past year the commissioners of Public Charities have been represented by a delegate (i. e., by one of their number or by their secretary), at several public meetings of national importance, namely: at the National Prison Congress in New York, at the annual meeting of the Association of Medical Superintendents of Hospitals for the Insane at Philadelphia, and at the Conference of Public Charities, held in connection with the annual meeting of the American Social Science Association, at Saratoga. The secretary also attended, by invitation, and made a public address at the last annual meeting of the Superintendents of the Poor, in Michigan, held at Coldwater.

## THE COUNTY JAIL SYSTEM.

At the meeting of the Prison Congress a paper was read by the secretary of the board, upon the county jail system, which embodies the experience and observation of the board and fully sets forth their views upon this important topic. The paper will be found in full in the appendix to the present report, and we refer the members of the legislature to it for information, in the hope that some attention will be paid to the suggestions and recommendations embodied in that essay. We have long felt, and every year has given new strength to our conviction, that the county jail system of Illinois is a failure, and a disgrace to the intelligence and the humanity of the state. We know of no evil which so loudly calls for a remedy. It seems impossible to interest the community in the condition and welfare of prisoners, or to convince the public that their own well-being is intimately connected with the administration of the criminal law and the adoption of a wise system of dealing with offenders. The present criminal administration, not only in this state but through the entire country, is extremely weak. The state temporizes with crime in its earlier stages, in utter disregard of the fact that a vigorous war against incipient criminality would diminish the volume of crime in the community and greatly reduce the

cost of maintenance of the criminal population. So long as the punishment of offenders is in the hands of county officials, so long as minor offences are punished simply by imprisonment and by not imprisonment at hard labor, so long as criminals are allowed to mingle promiscuously in the corridors of our county jails, where they corrupt each other and impart instruction to the arts of crime to children and novices, it cannot be otherwise than that crime should increase both in volume and in malignancy.

We have discussed this subject at some length in our former reports, and we believe that the public mind is slowly awakening to a sense of the importance of some change in the present system. It is not only inefficient, but terribly and unnecessarily expensive.

#### VISITATION OF COUNTIES.

We have not during the past two years been able to visit the county jails and alms-houses, as required by law, for the reason that the appropriation made by the last General Assembly was insufficient to meet the expense of such visitation. We think that there is no part of our work which is more important, and which promises to yield greater return in the direction of inaugurating necessary reforms and reducing the amount of taxation for the support of criminals and of paupers, than this county visitation. The commissioners themselves are, however, unpaid for their services and cannot afford to leave their homes and business, for this purpose, for the length of time necessary in order to make a thorough inspection and a full and trustworthy report to the legislature and the public. The law needs to be amended, so as to admit of the visitation of the counties by the secretary of the board, who is paid for his services, or by some other authorized agent. We should regard any change in the law which dispenses with the obligation of such visitation and inspection as exceedingly unfortunate and a step backwards. But the necessary expense must of course be defrayed from the public treasury. It would not probably be necessary to make this tour of inspection oftener than once in two years, instead of every year as now required by law, and the total cost would probably not exceed ten or fifteen hundred dollars for the two years, while the advantage to the people of the state would very much more than compensate for the trifling outlay.

We have at the moment a mass of statistics and other information upon this subject, in our office, which we have not been able to bring before the General Assembly, for the want of sufficient clerical force or the means to employ it.

#### THE WORK OF THE BOARD.

A full account of the history and past transactions of the Illinois

Board of Public Charities will be found in the appendix to this report. We need not here enlarge upon that topic.

The work of the board has grown upon its hands ever since its organization, and the services of a single secretary are not sufficient to enable it to perform that work to its own satisfaction. The secretary's time is so much taken up with the routine of mere office-work, which could be equally well performed, under his direction, by a book-keeper or a clerk, at less expense, that he has little leisure for professional study or for the examination of a multitude of questions which require attention at his hands, in order that the board may be in a position to make such suggestions and recommendations to the General Assembly as the experience of this and other states and communities would warrant and render advisable. There are many questions connected with the administration of public charities and of criminal law, which require for their elucidation the most profound thought and patient investigation.

If the legislature would allow the board to employ, at a moderate salary, (say twelve or fifteen hundred dollars *per annum*), a competent clerk, capable of keeping the books and records of the office, and of making statistical and other calculations under the direction of the secretary, the additional expense would result in very much more than doubling the present efficiency of the board. It is injustice to the secretary to expect of him the extreme labor involved in the preparation of the financial statements necessary for the information of the General Assembly, without assistance.

#### VISITING AGENCY.

In Massachusetts and some other states, the board of charities is allowed to employ a visiting agent, whose duty it is to go to the places from which the inmates of state charitable institutions come, and to make an independent investigation and inquiry as to their condition and circumstances and the necessity for state aid in their case; also to find homes in private families, as far as may be desirable or possible, for destitute and homeless children who are beneficiaries of the state. It is plain that home life is ordinarily better for a child than the best form of institution life can be; and that wherever the state, having a child under its care, can find a suitable home for that child, it would be wise policy to enlist the interest of a private family in its maintenance, nurture and education, thus relieving the state treasury of a burden, and promoting the future welfare of the child so cared for. We do not ask for the employment of such agent; but if allowed to employ a clerk, and such legislation is adopted as will authorize the use of such clerk, or of the secretary of the board, as a visiting agent, in cases where special visitation is necessary, we might

save the state expense and arrive at a surer basis for our conclusions as to the necessity for state aid in special cases.

#### APPROPRIATIONS NEEDED.

The amount of appropriation necessary in our judgment for the next two years, to enable us properly to do the work entrusted to us, will be seven thousand, five hundred or eight thousand dollars a year, and we ask that the appropriation be increased sufficiently to allow the employment of a clerk, as suggested, and of the continued visitation of county jails and alms-houses, under the authority of the board; also of making such special investigations as to the necessity for relief in individual instances as may be desirable.

#### CONCLUSION.

In concluding this report, we desire to acknowledge gratefully the confidence, interest and support received by us, in our work, from your Excellency. We have aimed to merit confidence, by the exercise of an unbiassed judgment and a strict devotion to the interest of the public; but it has been not the less gratifying to us to feel that our motives have been understood and our labors appreciated. We trust that we may be able to render such service to the General Assembly as they desire; to furnish them all needed information, but in no way to impede their free and deliberate action, in accordance with their own convictions of right and of duty.

## APPENDIX.

- I. CENTENNIAL HISTORY OF CHARITABLE LEGISLATION IN ILLINOIS.
- II. THE COUNTY JAIL SYSTEM.
- III. PAUPERISM AND ITS TREATMENT.
- IV. STATISTICAL TABLES.



# APPENDIX I.

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## CENTENNIAL HISTORY OF CHARITABLE LEGISLATION IN THE STATE OF ILLINOIS.

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### PAUPERISM.

In the year 1818, the state of Illinois was admitted, by joint resolution of Congress, into the Union. The number of white inhabitants, at that early day, was about fifty thousand; and they were organized into fifteen counties, namely: Bond, Crawford, Edwards, Franklin, Gallatin, Jackson, Johnson, Madison, Monroe, Pope, Randolph, St. Clair, Union, Washington, and White. The population of the state was principally along the lines of the Mississippi river, south of St. Louis, and of the Wabash and Ohio, south of Vincennes, thus illustrating the general principle of emigration, that population follows the natural or artificial lines of communication, which were, in the early settlement of the western territory, water courses, but now are railroads. The territorial history of pauperism, prior to the year 1819, is necessarily meagre and uninteresting. In 1819, the First General Assembly of Illinois enacted its first statutes, among which was one for the relief of the poor: and with this we begin our history.

This statute, which is too long to quote, exhibits a spirit of intolerance of pauperism, either borrowed from legislation elsewhere, or born of necessity and designed for self-protection on the part of a community too poor to bear any additional burden. It provides for the appointment, by the county commissioners of each county, of two substantial inhabitants of every township within their respective jurisdictions, to be overseers of the poor of such township. In the third section of the act, it is made the duty of the overseers of the poor in each and every township

“Yearly and every year, to cause all poor persons, who have, or shall become a public charge, to be farmed out at public vendue or outcry, to-wit: On the first Monday in May, yearly and every year, at some pub-

lie place in each township in the several counties in this state, respectively to the person or persons, who shall appear to be the lowest bidder or bidders, having giving ten days previous notice of such sale, in at least three of the most public places in their respective townships, which notices shall set forth the name and age, as near as may be, of each person to be farmed out as aforesaid."

The successful bidders are in the act entitled "farmers of the poor," and are authorized to keep all poor persons under their charge at moderate labor, but in case of failure to provide the common necessities of life, or of any ill-treatment of their charge, on complaint and proof made to the overseers, the overseers are empowered to withhold any part of the compensation agreed upon, not exceeding one-half. Pauper children are ordered to be bound out, during their minority, as apprentices. The overseers are forbidden to enter the name of any person "on their books" without an order from two justices of the peace. In the tenth section, an attempt is made to secure a complete registration of paupers, by townships. The funds for their support are raised by special tax, the levy by the county commissioners to be equal to the amount of the several sums for which the poor of the several townships in each county shall have been sold. But gifts or devices of moneys or other property, by private persons, to or for the benefit of the poor of any township, to an amount not exceeding in the whole the yearly value of twelve hundred dollars, are made legal, and the overseers in each township are constituted a perpetual body corporate and politic for the purpose of receiving, holding and administering such gifts or bequests.

The act then defines what constitutes a legal settlement, and entitles its possessor to public relief in case of necessity.

"If any person who shall come to inhabit in any county or place within this state, shall, for himself, and on his own account, execute any public office, being legally placed therein in the said county or place, during one whole year; or, if any person shall be charged with, and pay his or her share of the public tax or levy of such county, for two years successively, or if any person shall, really and bona fide, take a lease of any lands, or tenements in said county or place, of the yearly value of twenty-five dollars, and shall dwell in or on the same for one whole year, and pay the said rent, or shall become seized of any freehold estate, or any lands or tenements in said county or place, and shall dwell in or upon the same for one whole year, such person in any of these cases, shall be adjudged and deemed to gain a legal settlement in the county and place, where such person shall so execute an office, be charged with and pay taxes, take such lease or own any such freehold estate, and dwelling therein as aforesaid. Every indentured servant legally brought into this state, shall obtain a legal settlement



in the county or place, in which such servant shall have first served, with his or her master or mistress, the space of sixty days, and if afterwards such servant shall duly serve in any other place for the space of six months, such servant shall obtain a legal settlement in the county or place, where such service was last performed, either with his or her first master or mistress, or on assignment. Every married woman shall be deemed during coverture, and after her husband's death, to be legally settled in the place where he last legally settled, but if he shall have no legal settlement, then she shall be deemed, whether he is living or dead, to be legally settled in the place where she was legally settled before the marriage."

Without undertaking to furnish a complete abstract of this act, which is in many respects crude, as laws are apt to be in new countries, where men of divers antecedents and not yet familiar with their new relations (to say nothing of the absence of any general high education or culture in such communities) come together and are compelled to borrow or invent statutes but poorly adapted to the wants of their time and place, it will be sufficient to call attention to one or two other provisions of a seemingly harsh character. Not only is the right of removal of paupers without settlement to the places whence they came vigorously insisted upon, but severe penalties are inflicted upon private persons, charitably disposed, who extend assistance to destitute strangers, without duly notifying the overseers, in order that such strangers may be immediately removed. In case of the protracted illness or death of a stranger thus entertained, the imprudent individual whose kindly feelings overmastered his sense of obligation to the law must, at his own cost, defray all the expenses of such sickness and burial, provided the pauper was too ill to bear removal, and this expense may be collected by the supervisors by process of dstraint, or in default of his ability to meet it by the sale of all his goods, he may then be committed to prison, "there to remain without bail or main-prize until he or they shall have paid the same, or until he or they shall be discharged by due course of law."

The statute of which the foregoing is a condensed summary was repealed in the year 1827, but constituted the seed of that magnificent system of public charity, the boast of the state of Illinois in this centennial year, which, though faulty and incomplete in many particulars, has yet not been surpassed in liberality of aim and spirit by that of any state in the Union.

In 1821, the legislature made provisions for the case of sick persons non-residents, or other persons not paupers, but destitute, for their burial, in case of their death, by the overseers of the poor, at the expense of the several counties in which they might be overtaken by disease.

In 1827, as has been just said, the pauper act was materially modified. The act of that year dispenses entirely with township overseers, repeals all former provisions respecting settlement, and leaves the matter of the relief of suffering occasioned by poverty entirely to the discretion of the several boards of county commissioners, who are authorized to grant relief to any person not capable of earning a livelihood and devoid of relatives of sufficient ability to maintain such a one, and the commissioners "may either make contracts for the necessary maintenance of the poor, or appoint such agents as they may deem necessary, to oversee and provide for the same." They are empowered to bind out paupers under legal age, as apprentices, and persons receiving the services of such apprentice are required "to furnish said apprentice with comfortable board, lodging, washing and clothing and with so much schooling and compensation as shall be deemed right."

From this time forward, the word "settlement" does not again occur in any statute relating to paupers, and the question, which, for some of the older states, is of such importance, has never occasioned any practical difficulty in the poor-law administration of Illinois.

No further change of consequence occurs in the law, until the year 1833, when it was enacted that before extending relief, the commissioners should obtain from the applicant satisfactory evidence that he, she or they, have resided in the county for twelve months immediately preceding the day upon which such application is made. In case of failure to furnish the required proof, the applicant may be removed from the county to his former place of residence, or he may be notified to remove himself, and after service of such notice as aforesaid, no pauper or paupers shall be entitled to such relief from such county, any law or custom to the contrary notwithstanding. In this year also, county workhouses for paupers were for the first time authorized; and a fine of one hundred dollars is imposed upon every person who shall knowingly bring or leave any pauper or paupers in any county in this state wherein such pauper is not lawfully settled.

In 1839, the pauper system of the state underwent a radical change. It will be remembered that the charge of the poor was originally entrusted to township overseers, then to the county commissioners. We now see it vested exclusively in the justices of the peace in each justice's district, in conjunction with such person as may be appointed by the county commissioners' court in the several counties. A further advance in the charitable spirit of the law is exhibited in the second section of the act of 1839, which makes it the duty of the justices *diligently to inquire after* all such persons as are unable to earn a livelihood in consequence of any bodily infirmity, idiocy, lunacy, or other unavoidable cause, and to provide for them the necessary comforts of life, by

confiding the care of such poor person or persons to some moral and discreet householder or householders, in the district, of sufficient ability to provide for them. Nothing is said about a lowest bidder. It is further made the duty of the commissioners to make such appropriations as will justify the person having the custody of any poor person in affording to him, or her, suitable clothing and comforts. But the act proceeds to authorize them to take to the county, by grant, devise or purchase, any tract of land, not exceeding six hundred and forty acres, and to erect, thereon, a poor-house, provided that the special tax for this purpose, in any one year, shall not exceed one-fourth of one per cent.; and whenever a poor-house is established, in any county, the authority conferred upon the overseers of the poor, shall cease; but the county commissioners may grant out-door relief, at their discretion, in special cases. The act of 1833 is continued in force, but the time of residence, in any county, necessary to entitle a poor person to county relief, is reduced to six, instead of twelve months. At the next session of the General Assembly, in 1841, the time of residence was still further reduced to thirty days.

In 1843, in an act specially designed for Jersey county, but made applicable to all the counties of the state, the cost of the poor-house and farm attached, is limited to twenty-five hundred dollars.

The next important legislation affecting the rights and interests of the pauper class in this state, was the act of 1840, to provide for township organization. The general reader, not a citizen of this state, may not be aware that there exist, side by side, in Illinois, two separate systems of county organization, as the people of the various counties may elect, the one derived from Virginia, (of which state the present state of Illinois was once a county), and the other from New England, which has furnished so large a proportion of the population of Illinois, especially in the northern counties. The tendency of migrating populations to follow parallels of latitude, or more accurately speaking, to follow the isothermal lines of corresponding average temperature, is too well known to need illustration, but finds abundant illustration in all our western states and territories, where it may be said generally that the emigrants from any two eastern states who remove to any one of the western states, preserve the same geographical relation to one another, north and south, as they did in the east. Thus the northern portion of Illinois is settled by citizens of New England and New York; the centre by Pennsylvanians, Virginians and Kentuckians; the south by Tennesseans and North Carolinians, and their descendants. The operation of the same law of migration may be traced in any western state, north or south. Until the adoption of the constitution of 1848, all the then existing counties were organized as in Virginia, their affairs being administered by a county

court. But in 1848, when the settlers from New York and New England had largely increased in number, the convention adopted a section declaring that the general assembly shall provide, by a general law, for a township organization, under which any county may organize whenever a majority of the voters of such county, at any general election, shall so determine. In 1849, the first act relating to township organization in Illinois, in accordance with the new constitution, received the sanction of the governor. The statutes regulating this subject have undergone repeated and material modification, since then, and the number of counties in favor of the New England system has steadily increased, as is shown by the following table, which exhibits the names of the counties adopting township organization each year, and the majority in its favor, from 1849 to 1876, so far as can be ascertained from the records in the various departments of state.

## 1849.

Adams.....	1,201	LaSalle.....	2,521
Boone.....	1,134	Lee.....	357
Bureau.....	784	Marshall.....	405
Carroll.....	253	McHenry.....	1,923
Cook.....	3,349	Ogle.....	984
DeKalb.....	754	Peoria.....	2,126
DuPage.....	772	Pike.....	1,246
Fulton.....	2,108	Stephenson.....	874
Grundy.....	306	Tazewell.....	252
Hancock.....	694	Will.....	1,407
Kane.....	.....	Winnebago.....	1,612
Kendall.....	.....		
Lake.....	1,689	Total number counties.....	25

## 1850.

Vermilion.....	487
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## 1851.

Whiteside.....	232
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## 1852.

Jo Daviess.....	1,338	Stark.....	270
Knox.....	2,064		

## 1853.

Brown.....	.....	Schuyler.....	519
Kankakee.....	437	Warren.....	.....
Mercer.....	523		

## 1854.

Clark.....	.....	Woodford.....	.....
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## 1855.

Jroquois.....	112	Putnam.....	31
Lawrence.....	301		

## 1856.

Henry.....	.....	Rock Island.....	2,167
McDonough.....	1,650		

## 1857.

Edgar.....	.....	McLean.....	1,323
Livingston.....	696		

## 1858.

DeWitt.....	1,116	Richland.....	462
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1859.		
Champaign .....	822 Logan.....	773
Coles.....	438 Macon.....	999
Fayette.....	593 Piatt.....	276
Ford.....	1,389 Shelby.....	911
Jasper.....	228 Wayne.....	811
1860.		
Cumberland.....	701 Sangamon.....	869
Edgingham.....	339	
1861.		
Clay.....	401   Mason.....	179
1865.		
Christian.....		534
1866.		
Moultrie.....		219
1867.		
Crawford.....	684   Douglas.....	324
1869.		
Jefferson.....		697
1870.		
Macoupin.....		1,397
1871.		
Franklin.....	457 White.....	74
Jackson.....	1,367	
1872.		
Johnson.....	.....   Montgomery.....	1,201
1873.		
Clinton.....	389   Marion.....	825
1875.		
Greene.....	25   Madison.....	2,198

Since the adoption of township organization by many of the counties, special laws have been enacted from time to time for the benefit of several of them, authorizing or requiring the counties named to provide for the support of paupers by the towns, at their own expense, and relieving the county treasury from all charges on their account. The counties for which such special legislation has been had, are Brown, Bureau, Cumberland, DeKalb, DuPage, Henry, Kane, Kankakee, Kendall, Knox, Lake, Lee, McHenry, Ogle, Stephenson, Tazewell, and Will—17, or one-sixth of the whole number in the state, and nearly all of them in the northern end of it. In the majority of instances, the question of township support is required to be submitted to the popular vote in the county concerned; but in some counties (Brown, Kankakee and Tazewell) the law itself changes the mode of support, and in others (Knox, Lee and Ogle) the question is left to the decision of a majority of the county supervisors. Thirty days is the time commonly prescribed to gain a residence in any town, but in Stephenson county it is six months; and in other counties again,

{Brown, Cumberland, Knox, Lee and Ogle), the law is silent as to this point. The electors of the several towns in DeKalb and Kendall counties are given power to prescribe any rules and regulations for the support of paupers, which they may deem expedient. The Brown county statute (Pr. L. 1857, 1369) seems to be a solecism, as it provides that paupers "shall be supported by" the townships, but that "the bills shall be paid by" the county. Ordinarily, the provisions of the general statute as to the equitable inter-relations between counties, and the introduction into any county of paupers from other counties or states, are made applicable to towns, in counties adopting township support.

Notwithstanding the legislation just referred to, there are but four counties in the state in which the spirit of the statute is practically enforced, viz., DuPage, Kankakee, Kendall, and McHenry. All the others named have now county farms with alms-houses, though in a few of them, the towns reimburse the county for the cost of supporting the town paupers.

In the year 1854, the legislature grappled with the important question of minor children who are paupers, and authorized the overseers of the poor, with the consent of the judge of the county court, to indenture such children to suitable masters, at the same time requiring the overseers to inquire into the treatment of all children indentured by themselves or by their predecessors in office, and to defend them from all cruelty, neglect or breach of contract on the part of their masters.

In 1855, the sale of county farms by boards of supervisors was authorized, and all previous sales confirmed.

No further modification of the general pauper law appears on the statute books until the year 1871, sixteen years later, when township support of paupers in counties which have voted for such support and have acted in good faith for the term of five years under the authority of said vote, is made legal, any informality in the election or record thereof to the contrary notwithstanding. This is of course local and limited in effect and scarcely worthy of mention.

But in 1872, for the first time, a foundling act went into operation, of more importance, defining what constitutes abandonment of an infant by his parents, and providing that when any abandoned child, under the age of one year, shall be taken and cared for by any charitable institution in this state, incorporated or otherwise, its parents shall thenceforth lose all their right, control and authority over such child, and such control shall thereupon become vested in said institution. At this session of the General Assembly, also, the cost of the relief and burial of persons injured by corporations, in the prosecution

of their business, or by accident, is assessed against such corporations and may be recovered by the counties in a suit-at-law.

In the revision of the statutes, in 1874, the laws whose history and spirit have been thus briefly sketched, were consolidated into a single act, without material change. Thirty days in a town or county gives a pauper a residence therein. All paupers are supported first by their relatives, and if their relatives are not of sufficient ability, then by the county, or by the town, as the case may be, but each county adopts one system or the other, and no county which has not now the system of township support can hereafter adopt it, while those counties which have it may abandon it by a formal vote, at any time. In counties with township organization, the supervisors are *ex officio* overseers of the poor; but in counties with county organization, the county court designates some justice of the peace, or other suitable person in each precinct to act in this capacity. The county boards may establish and maintain county farms and alms-houses, provided that they shall not expend over three thousand dollars for the farm and house without a two-thirds majority vote of all the board. In counties without a county alms-house, the overseers of the poor commit the care of the paupers under their charge to "some moral and discreet householder in the town or precinct," and make a written contract with him. Temporary relief may be granted, subject to such limitations as may be prescribed by the county board. A strict registration and return of paupers is required, but only to the county clerk, not to any state official. No provision is made for transient paupers or "tramps," except in case of their sickness and death. In life, they are supposed perpetually to move on. Vagabonds and idle persons who go about begging may, under the criminal law, be committed to jail for a term not exceeding six months, or to the county work-house, or house of correction if such there be: but as there are no work-houses and no remunerative or other employment in the county jails, this provision is a dead letter.

The experience of mankind has proved that it is not legal systems alone which reveal the life of a community, but it is rather the method of administration of the law which it concerns us to know, in order to judge of the real civilization of a state. In Illinois, there are comparatively few paupers to claim support. The soil is so productive, the settlement so recent, the population so diffused over a large extent of territory, and the wealth of its citizens so subdivided, that the census of 1870 shows a population of 2,539,891; a total estimated valuation of \$2,421,680,579, (equivalent to \$835.00 for each man, woman and child in the state), and the total number of paupers reported, June 1st, is only 2,363, or for the entire year, 6,054.

The comparative lightness of the burden to be borne makes it

comparatively easy to carry, though in some counties, such as Cook, (in which is the city of Chicago), St. Clair, (opposite the city of St. Louis), and Alexander (at the confluence of the Ohio and Mississippi rivers), the number both of paupers and criminals is greater relatively than in other counties not similarly situated; and these counties have each to employ an agent to attend to the business of relieving the poor and preventing the undue influx of paupers. The county of Alexander, which is small in population and wealth, was indeed at one term of the General Assembly (1869) relieved entirely from the state tax for two years, on this account. But the total cost of in-door and out-door relief, by towns and counties, in 1870, was estimated by the State Commissioners of Public Charities at only about \$750,000, or three-quarters of a million dollars, while the population of the state was two and a half million souls.

Of the one hundred and two counties of the state, nearly all have county farms and buildings for the care of the poor. The farms vary in size from one acre (Effingham) to six hundred and forty acres, or one square mile (Montgomery). The ordinary size is one hundred and sixty acres, which is a quarter section. The buildings erected (or bought with the land) are of every description, from a rude log cabin, by the way of the country farm-house of frame or brick, to large, well-planned and organized institutions comparing not unfavorably with those erected by the state. The best of them have a centre building with wings, are heated by steam, properly ventilated, and furnished with nearly all the modern appliances for handling easily large bodies of dependent persons. These are generally fitted up with special apartments for the insane, resembling but inferior to those in the ordinary insane hospitals of this country. Receptacles for the insane are common in all our larger alms-houses, but for the most part they are utterly unfit for their purpose, as they only serve to hold the patient in restraint, without proper oversight, diet, medical care, association, amusement, or even ordinary physical comfort. Some of them are filthy in the extreme, cold, cheerless and cruel. The policy adopted by the state is to do away with them altogether, by making better provision and enough of it, at the expense of the state, without cost to the counties, except for clothing.

The inmates of our alms-houses who are not insane or idiotic are, with few exceptions, disabled and incapacitated for labor, either through disease, accident, infancy or old age. Their condition in the various counties differs greatly, partly owing to the difference of communities in intelligence and cultivation; partly on account of the difference between counties, both in wealth and in the spirit of humanity; partly because of the greater or less number of paupers aggregated together, and the varying character of the keepers into whose hands



they are entrusted. Their discomfort is for the most part largely inevitable, and arises from their enfeebled and suffering physical state, their friendlessness, their intellectual and moral degradation, the mental distrust occasioned by severe poverty, and also from the lack of many physical comforts, which it is considered impracticable or impolitic to furnish them. They who have had much to do with the hopelessly poor know that they cannot ordinarily be satisfied, but are like Job's seven daughters of the horse-leech, whose cry is give! give! continually; and we need not be surprised if the mental reaction against their characteristic envy and greed often breeds in keepers an indifference or dislike not consistent with the highest charity. The abuses which exist in some of the counties of the state, with reference to the treatment of paupers, grow out of an unwillingness on the part of the county authorities to do for them any more than cannot be avoided, or to impose upon the people any heavier burden of taxation on their account. It may be that often, or at least sometimes, this seeming indifference is really ignorance of the principles which lie at the foundation of an enlightened system of public relief. Incompetent persons are too often placed in charge of the county farms; the farms and the paupers attached to them are sometimes sold to the highest (or lowest) bidder, who purchases his place as keeper, that he may enrich himself if possible at the expense of those who are too helpless to struggle against his avarice; the lowest bidder is employed as county physician, and the compensation allowed him would not in some counties pay for the medicines really required; the buildings erected are unfit and inadequate; but slight attempt is made at classification of inmates; the common decencies of life are often grossly violated; as to intellectual or moral culture, it is wholly lacking; the fears of the keeper lead not infrequently to the grossest cruelty practiced upon the insane; and in this atmosphere, children are begotten and nurtured—sometimes until they arrive at maturity, or longer.

This is a dark picture, but it is relieved by many instances of a contrary nature. A very great improvement in the almshouses is manifest within the past six years; and so far as neatness, discipline, and thorough medical care can go, some of them are almost or quite model institutions.

The policy of the majority of counties, with respect to out door relief, is to reduce it in amount as much as as possible, and it has been generally observed in counties which have erected a suitable almshouse, that the cost of the county poor has immediately and sensibly diminished. It has, however, proved impossible to require all who need temporary aid to go to the county poor-farm to receive it. Such a rule is both inhuman and unwise, for temporary assistance may save a family from remediless pauperism, and the overseers of the poor per-

be "to promote, by all proper and feasible means, the intellectual, moral and physical culture of that unfortunate portion of the community who, by the mysterious dispensations of Providence, have been born, or by disease become deaf, and, of course, dumb, and by a judicious and well adapted course of education, to reclaim them from their lonely and cheerless condition, restore them to the ranks of their species, and fit them for the discharge of the social and domestic duties of life;" and provision was made for the gratuitous board and tuition (so far as the funds of the institution would admit) of indigent deaf mutes, on the certificate of any two justices of the peace in the county in which such pupils reside. In aid of the funds of the asylum, the auditor of state was required, annually, before making an apportionment and distribution of the interest upon the school, college and seminary fund among the several counties, to pay over to the directors, out of said interest, a sum not exceeding one quarter of one per cent. upon the whole amount of said school, college and seminary fund. [The fund referred to was donated to the state of Illinois by congress, in the organic enabling act of 1818, and consists of three per cent. of the net proceeds of the public lands in said state sold by congress from and after January 1st, 1819, together with the entire proceeds of the sale of thirty-six sections, or one entire township, in addition to the sixteenth section in each congressional township, known as the seminary lands. This fund was invested by the legislature, in 1835-7, in the state debt, and the interest, at six per cent., set apart forever for the uses contemplated in the enabling act.] It amounts, in round numbers, to nearly \$825,000. The "asylum," the title of which was altered in 1849 to "institution," received from this source a little over eighty thousand dollars, prior to the year 1873, when the whole of the interest on said fund was made payable to the state normal university, at Normal.

The legislature reserved to itself the right to alter or amend the act of corporation, and has materially modified the plan of organization, in the last thirty-five years.

The original board of directors organized on the 29th June, 1830, by the election of Governor Joseph Duncan, Carlin's predecessor, president of the board, and Samuel D. Lockwood, who had been attorney general, secretary of state, and associate justice of the supreme court, the vice-president. A portion of the original site, which was purchased by the citizens of Jacksonville and given to the institution, was bought of Judge Lockwood, who subsequently, in 1849 and 1851, sold it twenty acres more.

The directors seem to have taken no decisive steps in the matter of the organization until February, 1842, when the citizens of Jacksonville agreed to pay nine hundred and seventy-nine dollars and fifty

cents to the treasurer of the board, to be applied to the purchase of a lot of land to be selected by the donors, on which to place the asylum. In April, 1842, the board agreed to erect "a brick building, with stone foundation, eighty-six feet long, fifty feet wide, three stories and an attic in height, divided into thirty-two rooms, so arranged that most of them may be subdivided by sliding or folding doors." The contractor succeeded in getting the building under cover in June, 1843, when he retired from his contract. A new contract was made in August, and in the summer of 1845, the eight rooms on the first floor of the building were finished, which, it was thought, "would be sufficient in the commencement of operations." A joint committee of the two houses of the general assembly report that the original plan contemplated eight apartments on each of the four floors, each twenty feet long by sixteen feet wide, but that the partitions had not yet been completed in the upper stories, and but little plastering had been done. So slowly did the work proceed, that it was not until 1849, that the original building, afterward called the south wing, was completed, at a cost not ascertained, but supposed to be about twenty-five thousand dollars, which it had taken seven years to expend. And this was only thirty years ago! To complete the history of the buildings in a single paragraph, the erection of the centre was commenced in 1849 and completed in 1852; but in 1853, a board of architects having pronounced the front walls unsafe, they were taken down and rebuilt. The north wing was begun in 1853 and completed in 1857. In 1857 and 1858, steam-heating apparatus was introduced into the centre building and north wing, connection made with the Jacksonville gas works, and the rear building and smoke stack erected. An old building, formerly used as a laundry and bath house, was at this time torn away. Extensive alterations and repairs in the heating apparatus were made in 1865.

In 1871, the south wing was declared by a commission of architects to be unsafe, and it was wholly torn down and renewed. The new dining-room and boiler-house were built in 1873; and the new school-house was begun at the same time, but in consequence of its cost having exceeded the original appropriation, it was not occupied until 1876. In 1875, the rear walls of the centre building were declared unsafe, and they were also rebuilt. The money expended, to date, from all funds, for land, building, rebuilding, improvements and repairs, cannot be much if any short of three hundred thousand dollars. It is now thought that the addition of new work-shops, in place of the old ones, which are wholly inadequate and out of date, will complete the work of building for some years to come.

To return to the early history of the institution, the directors in 1845 employed as principal Mr. Thomas Officer, of Columbus, Ohio,

(who had been engaged for the five preceding years as a teacher in the Ohio Asylum for the Deaf and Dumb) at an annual salary of eight hundred dollars. He arrived in Jacksonville in October, 1845, and the school was opened on the 26th January, 1846. Mr. Officer retained the position of principal for about ten years, and was succeeded by the present superintendent, Mr. Philip G. Gillett.

The first term opened with four pupils and closed with but nine. The publication of notices in the newspapers, and even the personal efforts of Mr. Officer, previous to the opening, had resulted in the discovery of only twelve mutes whose parents were willing to bring them to the institution. The deep snow and the severe cold which followed, together with the want of railroad communication, and the very bad condition of the wagon roads, were the supposed causes which prevented the other three pupils from appearing. During the three months' vacation, in the summer of 1846, Mr. Officer traveled extensively through the northern portion of the state, searching for mutes and explaining the object, terms and provisions of the institution. The result of his tour was the employment of an assistant teacher, Mr. Thomas H. Dunlap, of Knox county, at a salary of two hundred and fifty dollars, and large expectations of an increase in the number of pupils, which were, however, doomed to disappointment, as but five new pupils entered at the opening of the term; but by its close, the whole number had increased to nineteen. The attendance gradually and rapidly grew to thirty-eight, then to sixty, seventy-seven, ninety-five, one hundred and nine, then decreased to ninety-nine. The decrease was more apparent than real, for the reason that for several years, inmates were received from Missouri, Iowa and Wisconsin, until the establishment of similar institutions in those states obviated the necessity of a resort to that in Illinois. In 1853, the principal tried an experiment, which brought the school prominently into notice. In company with seven pupils and the assistant instructors, he spent a considerable portion of the vacation in giving exhibitions in the more important cities and towns along the Mississippi river between Alton and Galena, and on the line of the C. & G. U. R. R. These exhibitions served to awaken much interest on the part of the communities visited, and the same has been done on various occasions since. Before the development of the railroad and telegraph system and of the modern press, it was a task of much difficulty to awaken the public mind to the importance of the work of the institution, and in all the earlier published reports, as late as 1854, it was customary to print lists of names of all deaf-mutes in the state, with their residences, as far as ascertained, together with a request for further information from benevolently disposed individuals. So, by much pains, this great and noble charity has been built up, until the number now taught, at

Jacksonville, in a single term, is between three hundred and three hundred and fifty, and still growing steadily from year to year.

With the increase of pupils there was of necessity an increase in the number of teachers. The biennial and annual catalogues show that there were, in addition to the principal, in 1846, one teacher; in 1848, three; in 1850, five; the same in 1852 and 1854; in 1866, six; in 1858, eight; in 1860, nine; the same in 1862; in 1864, eleven; in 1866, only nine; in 1868, fourteen; in 1870, fifteen; the number remained the same until and including the year 1874, but in 1876 it has increased to nineteen.

The first female teacher was employed in 1856, and was regarded at the time as an experiment only. The institution has been fortunate in retaining its teachers for long terms of years, in most cases, varying from three or four to ten, twelve, fifteen, eighteen, and in one case, twenty-eight, Mr. Selah Wait, a deaf-mute and the oldest teacher now in the school, having entered on his term of service in the year 1848. Several of those who have left have gone to take higher positions elsewhere, and two of them, Messrs. Jenkins and Brock, resigned because they had been chosen principals of like establishments in Kansas and Arkansas.

With the advent of Mr. Philip G. Gillett, from Indiana, to the superintendency, in 1857, the institution entered upon a new career of vigorous growth and expansion. His energetic spirit has driven the school, the public and even the legislature before him. When this has been impossible, he has sometimes gone in advance himself and waited for the rest to come up.

As has been seen, the institution, at the outset, was expected to live on the interest of the school, college and seminary fund, and on the receipts from pay-pupils. The income from pupils practically amounted to very little. Sixty such are reported in 1847, who were charged eighty dollars a year for board, washing, fuel, lights, books and tuition. The receipts from pay-pupils in 1849-50, two years, were only fifteen hundred and fifteen dollars; in 1851-2, two thousand, one hundred and eighty-four dollars and fifty cents; in 1853-4, two thousand, one hundred and fifty-six dollars and sixty-five cents. These were from pupils outside of the state of Illinois, who paid one hundred dollars a year each. The general assembly abolished the pay-list for Illinois as early as 1849. The interest on the school, college and seminary fund was less than three thousand dollars a year. From the beginning the legislature was compelled to make irregular and fitful appropriations for the support of the school, as well as for land and buildings. In 1851, a special fund was created for the education of deaf-mutes, consisting of one-sixth of a mill upon each dollar's worth of taxable property in the state, to be taken from the tax of two mills

on the dollar authorized to be assessed and collected for paying the ordinary expenses of the government. This law was repealed in 1855. The total receipts from this fund, while it lasted, were about sixty-two thousand dollars. During Mr. Gillett's administration, the sole income, except the petty receipts from sales, etc., and for pupils' clothing, has been from appropriations by the legislature, and these have been unremitting. Right noble has been the response made by the legislature to the appeal for aid, as is shown by the fact that from the year 1839 to the close of 1876, the date of the last biennial report, the receipts from the state amounted to one million, two hundred and thirty-six thousand dollars. The appropriations for current expenses have risen, with the increase in the number of pupils and in the cost of living, from \$20,000 per annum, in 1855, to \$22,500, in 1857; \$27,000 in 1859; \$28,500 in 1861; \$45,000 in 1865; \$56,250 in 1869; \$58,250 in 1871; \$70,000 in 1873; and \$75,000 in 1875. Part of the increased cost is undoubtedly due to the improvement in the comfort of the pupils and their better instruction than in former years. Drawing, for instance, is now taught to a large number, both of the boys and of the girls. Printing has been added to the list of industries taught. Since the year 1868, instruction has been given to certain selected pupils in articulation. But this subject deserves a separate paragraph.

The reader need not be reminded that signs are the natural language of the deaf and dumb, who employ them as do hearing and speaking persons whose native tongues are dissimilar, when communication is necessary and no other mode of communication is practicable. But in the organized institutions for deaf-mutes, the sign-language has been developed artificially, and by common consent many conventional signs, more or less expressive, have come into general use for the representation of abstract ideas. These conventional signs are readily understood and appropriated by those to whom the sign-language is, as has been said, vernacular. But all written language is, to the congenital mute, as much a foreign tongue as Greek or Hebrew to an Anglo-Saxon: nay, more so, for the language of signs knows neither number, case, tense, mood nor person, and is destitute of all or nearly all prepositions or other particles. The education of the deaf-mute is therefore two-fold. He has to master the elements of knowledge, and this he has to do in an unknown tongue which he is learning at the same time, but with how much labor one not initiated into the craft can scarcely imagine. An American or Englishman in France learns French unconsciously, as it were, as a child learns it, by hearing it constantly spoken around him and in his presence. The external world, to the mute, on the other hand, is a silent world, in which no hum of human voices ever breaks upon the dull ear. His acquisi-

tions in language are the result of the severest toil, on his own part and on the part of his teacher. He is deprived of the opportunity of correcting his own errors by other men's speech. His teachers can correct him only in part, for his errors in thought, unlike the ceaseless prattle of a child, are inaudible. Add to this that the order of collocation of words in the English language is not the natural order, and we may form some idea of the embarrassments under which even an intelligent mute suffers. How much worse is the case of the mute whose intellectual faculties are not acute! If written language is thus difficult for him to acquire, what shall be said of the attempt to impart, to one who cannot hear, the art of expressing himself by the use of his vocal organs, of producing articulate sounds intelligible to others but which never reach his own ear? So great is the daring, the ingenuity, the perseverance of man, that the method of accomplishing a task seemingly so impossible is thoroughly understood, and has been practised for centuries abroad, though not introduced into this country, at least on any large scale, until within the past few years. It is this achievement that we call instruction in articulation. Miss Trask, of the Illinois institution, one of the most accomplished teachers of articulation in the United States, has eloquently described the methods employed, in the following words:—

"In teaching speech to the deaf, the eye and the sense of touch are chiefly employed, to enable the pupil to understand the difference between opening the mouth to emit or draw a mute breath, and the utterance of a sound. This the pupil is soon made to perceive by placing one hand upon his teacher's throat, and one upon his own, and causing him to feel with his own hand the vibrations in the trachea, which result from the sounding of the voice, and also to feel those emissions of breath which are caused by the production of certain sounds. The pupil having been encouraged to utter a sound, is then taught to observe that the trembling motion felt when the sound is uttered, varies in degree or intensity, with the varying positions of the facial muscles, the muscles of the throat, and the emission of the breath, and he is prompted to imitate these variations. The names of the letters are not taught, but the powers. The letters of the alphabet are classified, and the labial, guttural, dental and nasal sounds, and those which are combinations of two or more of these, are taken in such order that the pupil may discern differences in their similarities. The consonants are classified so that the pupil may know whether a breathing is required, as in f, p, s, th, sh, or a murmuring, as in v, z, b, d, g, m, etc., care always being taken not to call them by their ordinary alphabetical names. Each sound of the vowel a, is taught separately, till it is acquired, and so on with the other vowels. The letter h is the most easily taught: this is done by breathing upon the pupil's hand, and teaching him to breathe upon it himself. When he can do that he has the power of the letter h, then the other letters are selected whose powers are easily learned.

"After they have mastered the powers of all the letters, the combinations follow: first, those in which consonants are placed *before* the vowels, then those in which they are placed *after* the vowels, and simple words, which are pronounced by the combinations, although spelled differently: at the same time simple sentences are taught in which these words occur. Every new word, every new sentence learned, seems like a new conquest, and makes them more eager to be able to express themselves in spoken language. Their intense desire to learn to speak, after it has once brought its fruits, insures all the attention which alone makes it possible to the teacher to instruct them. When they want to know or tell any particular thing, they look as though their souls were a blazing torch within them, which shows itself in their expressive eyes."

But no words can describe what is indescribable. If an intelligent, sympathetic man desires a new sensation of admiring astonishment, let him visit the class-room of any institution for the deaf and dumb in which articulation is successfully taught to deaf-mutes. A princi-

pal aid to the learner is a looking-glass in the pupil's hands, in which, after observing the movement of the teacher's vocal organs, he can discern, by reflection, the motions and appearance of his own. But the chief and most valuable assistance is derived from Bell's so-called "Visible Speech," a system too complicated and abstruse for elucidation in this essay, but which is really a new alphabet, and the only truly scientific, philosophical alphabet which the mind of man has ever invented, an alphabet based on the analysis of sound, and representing each sound pictorially, by a separate emblem, bearing a hidden resemblance to the position of the vocal organs when that sound is produced.

Notwithstanding the admiration which one feels, however, for the genius which triumphs over obstacles so great, it may yet be doubted whether the system of instruction by articulation is of so much importance or value, in practical use, as is claimed for it by its partisans. The deaf-mutes are divided into two classes, known as "congenital" and "semi-"mutes, of whom the first are born deaf; the others have lost their hearing, after birth, from disease. Of the latter class the majority have learned to speak, and many of them have practised speech for from five or six to twelve or fourteen years. It will readily be believed that the latter have much less difficulty in regaining the lost art of articulation, which is often only partially lost, than the congenital mute must experience in acquiring an art of which he has not the slightest conception. To this observation another must nevertheless be added, as a counterpoise, namely, that the greater exertion put forth by the congenital mute, in the articulation class, frequently results in a degree of progress on his part more satisfactory to his teacher than that made by a semi-mute of equal age and capacity. But after repeated visits to institutions for the deaf and dumb, both in the east and in the west, in which the most candid, faithful endeavor has been made to form a true judgment as to the results of training in articulation, by personal attention to the voice of scores or hundreds of pupils in process of training, with the back turned and with my eye upon the pupil's lips, the writer is compelled to testify that, wonderful as the actual result is, yet the pronunciation of deaf-mutes is so constrained and unnatural, that in nearly all cases it produces the effect upon the ear of English spoken by a foreigner, and in the majority it is really unintelligible to any casual or ordinary hearer. It is not so to the teacher, because the teacher knows the peculiarities of each voice and is prepared to supply all deficiencies by his own imagination, just as the mother comprehends the half-formed utterances of her baby who is just learning to talk. It would not be so to the members of a mute's family circle, and the power of speech, in the home circle, must be not only delightful to the affections, but



might often be inestimably useful, as in case of great or sudden peril, where an intelligible outcry is essential to safety. It must be admitted that there are exceptional instances, in which the tones of the voice are clear, correct and even melodious. But such instances are rare. Even where the enunciation is correct, precision and variety of inflexion, intonation and emphasis are for the most part lacking. These are not easy to impart by signs to one born deaf. It is safe to say, that in a world where even educated women cannot always understand the Irish brogue of their domestic servants, the degree of facility in articulation attained by most deaf-mutes, even after long drill, is probably insufficient to make this for them a practical means of communication with mankind in general. The utility of learning articulation, seems to consist, first, in its value for home use; second, in the fact that together with articulation, the art of lip-reading is imparted to the pupil, which is a great gain for him; and third, in its power to preserve, for the semi-mute, a faculty which he might otherwise wholly lose, by disuse, but which will serve, through life, to bring him into closer relations with his fellow-men, than the mute who does not articulate can enjoy. Beyond all this, and deeper, lies the question whether there may not be an intellectual benefit to the pupil, in compelling him to become proficient in articulation. The relation of words to thought, as an instrument of thought, is well known; without the use of words, definite thought is impossible. Can the manual alphabet, or writing, supply the place of the spoken word, in this respect? Can the imagination see the visible sign of an unuttered idea, and form words mentally, without articulating them, with sufficient rapidity and ease, for all practical ends of thought? The advocates of articulation contend that the habit of placing the vocal organs in position to utter sounds in their regular order, even though an imperfect sound or no sound at all be emitted from them, is an important aid to thought, renders the acquisition of language more certain and precise, and tends to a more complete development of the intellectual powers. The truth, in this regard, is not easy to ascertain. But we may admit that there is a real foundation for this opinion and still be confronted by the question, whether the gain in one direction, whatever it is, more or less, does not involve loss in another; whether the pupil's progress in the acquisition of information is not more tedious, whether the loss of time and labor spent in vocal drill, is after all, compensated by the attainment of results which are somewhat problematical, matters of theory rather than of demonstration? Nor would it be just to the pioneers in this experiment, to omit mentioning that the labor of instruction in articulation is, for the teacher himself, so exhausting, that unless fortified by unusual powers of physical endurance, he is likely to find himself prostra-

ted irrecoverably, before he is aware; and some teachers have even fallen by the wayside, veritable martyrs to their calling, over whose graves we ought to erect a cross crowned with a wreath of passion-flowers and immortelles.

These considerations have prevented, and are likely to prevent, the employment of articulation in the Illinois institution, except as a valuable accomplishment for pupils of certain capacity to acquire it, who are culled from the mass.

The writer trusts that the reader will excuse so long an apparent digression from the history, as in fact the spirit, methods and aim of deaf mute education are brought more palpably into view by the discussion of this question, than in any other way.

No other school for deaf-mutes has existed in Illinois, except a day-school in Chicago, established by D. Greenberger, in 1870, and discontinued since the great Chicago fire. It has been revived, and is under the care of the Board of Education, but the number of pupils is small.

#### THE INSANE.

In January, 1847, that eminent philanthropist, Miss D. L. Dix, presented to the Fifteenth General Assembly an able and eloquent memorial, setting forth in vivid language the prevalence of insanity, the possibility of its cure, the advantages of hospital treatment, and the wretched condition of many lunatics, as she had found it by personal observation, in the alms-houses and private dwellings of Illinois.

In response to her appeal, the act establishing the Illinois Hospital for the Insane, the twenty-eighth in this country, was approved, by Governor French, March 1st, 1847. Nine gentlemen, all residents of Morgan county, named in the second section of the act, were appointed trustees, with power to select a site, purchase land, erect suitable buildings for the accommodation of two hundred and fifty patients, appoint officers, and make by-laws for the government of the institution. The act provided funds for the purchase of land, erection of buildings, and improvement of property, by ordaining a special tax, to be continued for three years, upon all the taxable property of the state, of one-fifth of a mill on each dollar of valuation. The trustees were directed to charge for medical attendance, board and nursing, no more than the actual cost, which was to be collected from the patient, or in case of his inability to pay, from the county sending him. The law further prescribed, that the admission of insane patients from the several counties of the state should be in proportion to their population, and that in admitting patients, the indigent insane shall always have precedence.

The board of trustees organized, March 20th, 1847, by the election of Judge Lockwood as their president.

On the first of May, the board agreed upon the site, one mile and a quarter south of the court house in Jacksonville, for which three thousand, six hundred and thirty one dollars and forty-two cents was paid, possession to be given March 1st, 1848.

A building committee of three was appointed, June 4th; a plan for the building, copied after that of the Indiana asylum, was adopted July 10th; and work upon the foundation was commenced during the following autumn. In November, a code of by-laws was adopted, in which it was ordered that the medical superintendent should superintend and direct the construction of the building, make the necessary contracts and pay the contractors, under the direction of the board, or by the advice of the building committee. Pending the appointment of the medical superintendent, however, these duties devolved upon the steward, Mr. John Henry. In August, 1848, after a severe struggle and many ballots, Dr. J. M. Higgins, of Griggsville, was elected superintendent, by a bare majority over several opposing candidates for the position.

The work of construction proceeded slowly. By the close of the season, in 1848, the walls of the main building and of the east wing were ready to receive the first story window frames, and part of the range work was in position in the west wing. In the following year, the entire basement story was carried up to the belt course. During the year 1850, the walls of the east wing went up. In 1851, two wards in the east wing were so far completed as to admit of occupation, but not until the close of 1852, after five years' vexatious delays, was this wing completed. It may serve to illustrate the mode of building, in these days, to mention the fact that the expenditure of about \$80,000, up to this time, had required nearly fifty independent contracts.

The first patient, a married woman, from McLean county, was received November 3d, 1851. At the close of the year 1852, there were eighty-two patients in the hospital, forty-three males and thirty-nine females, of whom sixty-three were chronic cases. They were divided into four wards, two for each sex. During this year, a rear-building was erected, and heating by steam was introduced, but only into the wings, not into the centre building. Prior to that time, the wards had been heated by stoves. There were as yet no airing-courts for patients, and the work of building was still in progress, all around them.

The years 1851 and 1852 were years of strife in and out of the institution, which culminated in an investigation by legislative committees during the session of 1862-3, and an entire reorganization of the board of trustees. The report of the joint committee contained one suggestion of national interest, namely, the recommendation of "an annual congress of the superintendents of the different lunatic

asylums in the Union," which was supported by the argument that "by this means each would become possessor of the united experience of all, from which it is believed the most beneficial results would ensue."

In 1853, on the fourth of June, the new board discharged the former superintendent, who declined to leave, and did not leave, until after the question of his right to remain had been passed upon by the supreme court of the state and decided adversely to him. On the 22d March, 1854, a committee of the trustees was authorized to make a journey to the eastern states, in search of a suitable successor, and meanwhile Dr. H. K. Jones, who had been assistant physician under Dr. Higgins, discharged the functions of superintendent *ad interim*. The organization of the hospital was, at this time, faulty in this, that it boasted two heads, a medical superintendent and a steward, whose powers and duties to a certain extent coincided and therefore conflicted with each other. The same evil existed in the institution for the deaf and dumb, but was finally cured by an enactment of the general assembly, in 1857, forever abolishing the office of steward in any of the then existing charitable institutions of the state.

On the seventeenth of May, the committee reported, and Dr. Andrew McFarland, then superintendent of the New Hampshire Asylum for the Insane, was elected to fill the same position in Illinois. He arrived at Jacksonville, June 16th, 1854. Soon after, Dr. Jones resigned his office as assistant physician, and Dr. Charles C. Cornett was appointed to succeed him. At the close of this year, Dr. McFarland was able to report the west wing completed, the whole structure occupied, and one hundred and sixty-six patients present. He urged the immediate extension of the building, according to the original design, in which he was supported by the trustees, but the legislature was deaf to his recommendations until the following session in 1857. The trustees resolved, on the 6th of March, 1855, that the number of patients under treatment should be kept within a maximum of two hundred, but were not able strictly to adhere to the letter of their own resolution. In 1857, the assembly made appropriations for various improvements and also for the much needed work of extension. By the first of December, 1858, the engine-house and chapel building, under one roof, were completed, except the inside finish of the chapel; the system of steam-heating and ventilation was enlarged and improved; the west extension was completed; and the cellar walls of the east extension were ready for the superstructure, the first floor joists being laid and the cut stone basement courses set. Besides this a large amount of material, including 800,000 bricks, was on hand, and other stone and carpenter work "in a state of forwardness." Gas had been introduced throughout the old building, at a cost of

\$4,500, and a contract made with the new Jacksonville Gas Light Company, binding them to furnish gas during the continuance of their charter, at the price charged to other customers, not exceeding at any time the rates paid at Chicago.

Then followed a protracted period of disappointment, not to say discouragement. The legislature, for some reason, declined to make the appropriations requested by the trustees, either for building purposes, or for current expenses. The consequence was, that notwithstanding the pressure upon the hospital for accommodation had forced the admission of two hundred and fifty patients, the new west wing, with five wards, remained unoccupied for two years; and it was six years before the grant of funds was made, in 1865, for the completion of the east wing. The foundation was then so injured, by seven years' unavoidable exposure, that it had to be taken down and rebuilt. Much of the carpenter work also required alteration. But the west wing was at last, by dint of a subsequent appropriation in 1867, finished and occupied. The hospital was thus twenty years in building.

The building alone had cost nearly four hundred thousand dollars. It was then claimed that its capacity was five hundred; later, four hundred and fifty; but the present officers say less than four hundred, which, without overcrowding, is probably the more correct estimate of the three. There have been, at some dates, nearly five hundred and fifty patients in it at once. The present average is about four hundred and fifty.

The hospital passed through other severe trials, about the same time. In years of drought, such as were 1854, 1860, and 1867, it has always been difficult, in this prairie country, to obtain, in most situations, a supply of water adequate to the needs of a state institution of any size. In 1860, the want of water for sewerage occasioned an epidemic of typhoid fever. Of three hundred patients, thirty were attacked with the disease and three died. The legislature, the year following, provided the hospital with a system of water-works, in accordance with the plans of Mr. E. S. Chesbrough, of Chicago, which proved sufficient until 1867, when they required enlargement and extension. In that year (1867) an epidemic of cholera, attributed to the same cause, lack of a sufficiency of water, carried off eight patients. Between these two epidemics, there were others, one of small-pox, in the spring of 1863, when of about a dozen cases, two were fatal: the other, in the summer following, of typhoid dysentery, which prostrated some fifty or sixty patients, of whom twelve died.

About this time, also, there occurred several changes in the medical staff. Dr. Cornett had been succeeded, in 1860, by Dr. A. P. Tenney, who remained until June, 1861. Dr. Charles Dutton was appointed second assistant in July, 1865. After Dr. Tenney's resignation he be-

came sole assistant for a time. But in June, 1865, Dr. S. S. Emery was added to the staff. He remained only a year, and his place was then taken by Dr. H. A. Gilman, who still remains. Dr. Dutton left the institution in 1869. He was followed by Dr. E. C. Neal. To make the record complete, it may be added here, though somewhat out of place, that after the retirement of Dr. Neal, in 1875, Dr. F. C. Winslow, the present second assistant, received the appointment. Whether two assistants are enough properly to discharge the responsibilities attending the medical oversight of four hundred and fifty patients, is a serious question, which must sooner or later attract the attention of our public officials.

Before passing to the later history of the hospital, let us retrace our steps for a moment, to consider certain points not yet alluded to, but of importance. One of these relates to the mode of support of the institution.

Funds for the purchase of land and erection of buildings were at first provided by a special tax upon all the taxable property of the state, of one-fifth of a mill upon the dollar, which was increased, in 1851, to one-third of a mill, and continued until 1855, when it ceased, under the operation of the eighteenth section of the general appropriation act.

For the maintenance of the patients, it was proposed, in the act of incorporation, to make the institution self-supporting, by charging county patients the actual cost of medical attendance, board and nursing; and private or pay patients a profit upon the same, at the discretion of the trustees.

But in 1851, before opening the hospital to the public, the requirement that counties should pay the costs and charges attending the treatment of insane paupers was repealed; and it was provided, instead, that so much of the "fund for the insane," raised by taxation, as might be necessary, might, after the completion of the buildings provided for in the original act, be used in defraying the expenses of the institution, but that not more than one hundred and fifty dollars per annum might be paid for each "state patient." By state patients were meant all patients, residents of Illinois.

In 1861, after the legislature had declined to make, in 1859, the appropriation required in order to occupy the new west wing and complete the new east wing, the trustees induced the new assembly to change the policy hitherto pursued. The act of that year (1861) authorizes and directs the trustees to collect, from such patients as are of sufficient ability, the just charges for their support, and instructs them to report to the next general assembly the sums so collected and the names of the patients on whose account such collections are made.

The latter instruction was treated with cool disregard, without even an explanation of the reasons for non-compliance.

From the year 1855, the legislature has uniformly made appropriations of a definite sum, both for current and for extraordinary expenses, at each session, upon the application of the trustees, for the succeeding two years.

In 1875, in the act regulating the state charitable institutions, it is ordained, with some provisos, that after the first of July, 1877, all residents of the state of Illinois who are or may become inmates of any of the state charitable institutions, shall receive their board, tuition and treatment free of charge during their stay. The residents of other states may be admitted to said institutions upon the payment of the just costs of said board, tuition and treatment: *Provided*, that no resident of another state shall be received or retained, to the exclusion of any resident of the state of Illinois.

The argument against the continuance of the pay-list in the state hospitals for the insane is, that if the rich pay their share of taxes for the support of the hospital, they are entitled to their share of the benefits accruing from it, one of which is admission to the hospital, in case of need, without extra charge. The duty imposed upon the superintendent, under the former law, of inquiring into the peculiar ability of each applicant to pay for board and treatment, was one of great delicacy and very disagreeable to both parties; and it was impossible for him to ascertain the truth, as some persons, unwilling to rest under the stigma of pauperism, represented themselves as more able to pay than they really were, while others were avaricious and falsely pleaded poverty as an excuse for paying less than they were actually able. It was impossible in the hospital to graduate the amount of attention given in proportion to the amount paid; the brand of pauperism upon the majority of the inmates was unkind and often unjust; the presence of pay-patients created an artificial class distinction; and a comparison of the amounts paid by different individuals created outside dissatisfaction. All the other state institutions are free. The amount received by the hospital from private persons has been too small to compensate for the evils indicated.

Another of the most important questions relating to the treatment of insanity, is that of the mode of commitment to the hospital, which in this state has been repeatedly altered by legislative enactment.

The act of 1847 authorized county commissioners' courts to send to the institution such insane paupers as they may deem proper subjects; courts of the state, to send insane criminals; and circuit courts, to send such other insane persons as are, by reason of their insanity, unsafe to be at large, or suffering from unkindness, cruelty, hardship or exposure.

The act of 1851 conferred upon the county courts concurrent jurisdiction, in all cases of insanity; and authorized the superintendent to receive and detain married women and infants, without the evidence of insanity required in other cases, on the request of the husband of the woman, or parent or guardian of the infants.

The act of 1853, gave the county courts exclusive jurisdiction, and prescribed the forms of trial, but without repealing the provisions of the act of 1851, concerning married women and infants.

The act of 1865 restored to circuit courts equal authority with county courts to try questions of insanity. It forbade trial in the absence of the person alleged to be insane, required the jury to be freeholders and heads of families, and gave to persons upon trial the right to counsel, process for witnesses, and examination of witnesses before the jury. It also made the order of a court or judge, or the production of a warrant issued according to the provisions of the act of 1853, indispensable, in order to admission to the hospital.

The act of 1867, known as the "Personal Liberty Bill," provided that no superintendent, medical director, agent, or other person in charge of any hospital or asylum for insane or distracted persons in this state, shall receive, detain, or keep in custody, against his own wishes, any person who has not been declared insane or distracted by the verdict of a jury, and the order of a court, as provided by the act of 1865, under penalty of a fine (of not less than five hundred, nor more than one thousand dollars) or imprisonment (for not less than three months, nor more than one year) or both.

We now reach the most painful period in the history of the hospital. On the 10th of June, 1860, a lady, Mrs. E. P. W. Packard, of Kankakee county, was committed to the hospital. Her husband was a clergyman, pastor of the church at Manteno, and held what are known in the Protestant churches as "orthodox" views. Mrs. Packard's theological opinions, as expounded by herself, were peculiar, and believing, as she did, in the rights of conscience and of free discussion of religious differences, she insisted on advancing and advocating them in the meetings of the church and Sunday school of which her husband was pastor. She believed her husband to be the great red dragon of the book of Revelation. Her expressions and conduct were such as to convince her friends that her mind was deranged; but she herself considered her commitment as an act of persecution and "the triumph of bigotry over the republican principles of free religious toleration." She remained in the hospital for precisely three years, and was discharged June 19th, 1863. She refused to leave the institution, because her husband had come for her, and had to be placed in the carriage by force. During the period of her residence, she busied herself much of the time in writing, and accumulated material for two books, "Three



Years' Imprisonment for Religious Belief," and "The Prisoner's Hidden Life," by the sale of which she has supported herself, since her release. She has devoted her life to the effort to expose and correct what she regards as the abuses of the present insane hospital system of the country. It must be confessed that in her first approach to the legislature of Illinois, she had some ground on which to stand, outside of her own personal experience, in the tenth section of the law of 1851, relating to commitments, which reads as follows: "Married women and infants who, in the judgment of the medical superintendent, are evidently insane or distracted, may be entered or detained in the hospital on the request of the husband, without the evidence of insanity required in other cases." The modified legislation upon this subject, in this state, is undoubtedly due in part (but only in part) to her representations and personal efforts.

The controversy of 1867-8 is so recent, and awakened so much feeling, that the time has not yet arrived, perhaps, for a thorough review and criticism of the position and action of the parties involved in it. The essential features of the record of events may be briefly mentioned, without offense.

At the session of the Twenty-Fifth General Assembly, in 1867, a concurrent resolution of both houses was adopted, in which, after a preamble reciting that there are reports in circulation reflecting upon the management of the hospital for the insane, it is ordered that a joint committee of three from the house and two from the senate, be appointed to visit the hospital, after the adjournment of the legislature, with power to send for persons and papers, and to examine witnesses on oath. This committee was instructed thoroughly to examine and inquire into the financial and sanitary management of the institution; to ascertain whether any of the inmates are improperly retained in the hospital, or unjustly placed there, and whether the inmates are humanely and kindly treated, and to confer with the trustees in regard to the speedy correction of any abuses found to exist, and to report to the governor, from time to time, at their discretion. It was further resolved that the said committee be instructed to examine the financial and general management of the other state institutions. The committee appointed consisted of Messrs. Baldwin, Wakeman and Ricks, of the house, and Fuller and Hunter, of the senate.

The first meeting of the committee was held at Jacksonville, at the Dunlap House, May 14th, 1867. Their sessions, at different dates and places, consumed about thirty days, and on the 2d of December, 1867, they made their report respecting the hospital. Their report as to the other state institutions was not made until December 9th, 1868. They

classified the complaints against the management of the hospital under four heads or counts, namely:—

1st. Extravagant expenditures of money in the management, and a want of proper sanitary regulations.

2d. Retaining patients not insane.

3d. Admitting patients without the proper legal evidence of their insanity—such as a trial and proper certificates and security, as required by law.

4th. Abuse of patients by officers and attendants by blows, by neglect, and by appliances not necessary to their proper restraint and government, and by an improper association of patients.

Of the first and second counts, the committee entirely acquitted the institution. The third charge they sustained in part. Concerning the fourth, they claim that the evidence shows that about forty patients, whose names are given, and about twenty, whose names are not remembered, have been abused by attendants, and about twenty-five attendants, whose names are given, have been guilty of these abuses.

No fault was found by the committee with the by-laws of the hospital, nor with the restraints in use (the shower-bath and strait-jacket having been formerly discarded from the list); they praised the ability, culture and integrity of Dr. McFarland; but they held him accountable to the public for the conduct of his attendants, pronounced his government of patients too severe and his discipline of attendants too mild, disapproved of his classification of patients, and recommended an immediate change in the office of superintendent.

This decision was felt by the superintendent and trustees to be unjust, and the trustees, on the 7th April, 1868, in a special report of more than a hundred printed pages, controverted the conclusions arrived at by the committee. In their report, they complain of the conduct of the committee, in advertising in the newspapers for evidence; in sitting with closed doors; in admitting the testimony of discharged patients whose recovery was more than doubtful, and of employees, either directly discharged for misconduct, or who precipitately left, to avoid the other alternative: and in refusing to allow the superintendent counsel or the right to testify in his own behalf. Concerning the main issue, after a lengthy review of the evidence, they say: "We do not concur in the conclusions to which the legislative committee have arrived. \* \* We entirely dissent from their recommendations. We claim that the hospital will compare favorably, in all respects, with any similar American institution. We regard Dr. McFarland as eminently qualified for the position of superintendent, and believe that his removal or retirement would be a great loss

to the state. We not only do not believe that he has been guilty of abuses, or neglect of duty, but we have a settled conviction that he has been honest, vigilant, humane, and intelligent; and that whatever of improvement the experience of other institutions has furnished, or whatever his own large experience and thorough education have suggested, have been promptly adopted to promote the interests of the institution and the humane treatment of patients in all the departments of his administration."

When the report of the investigating committee was laid before the next general assembly, and referred to the appropriate committees, the conclusions arrived at were adopted by the committee of the house, but in the committee of the senate, the abstract of evidence alone was adopted, and the report submitted for the consideration of the senate itself, who took no action thereupon, nor did the house. The new board of trustees of the hospital retained Dr. McFarland in his position, and he did not resign, until compelled to do so by ill health, when, in 1870, he was succeeded by Dr. H. F. Carriel, the present superintendent.

The amount of internal disturbance and friction, in the institution, occasioned by this investigation, may be inferred from the fact that the committee, on the 24th, 25th and 26th of July, made a personal examination of every patient, in which examination they were assisted by Drs. R. J. Patterson, of Batavia, and H. A. Johnson, of Chicago. There were then in the hospital three hundred and thirty-six patients. All but about fifty or sixty were so insane as to require but a moment's notice. The examination by the committee followed close on the heels of that made by the Morgan county court. The personal liberty act of 1869 provided that all persons now confined in the hospital for the insane at Jacksonville, who have not been tried and found insane or distracted by the verdict of a jury, shall be permitted to have such trial. All such persons shall be informed by the trustees, in their discretion, of the provisions of this act, etc. As soon as possible, after the passage of the act, the county court of Morgan county proceeded with the trial of all apparently included within its terms. A verdict of insanity was rendered in regular form in all these cases. The trustees being in doubt as to their duty in regard to those who were so obviously and palpably insane as not to be capable of knowing whether they wanted a trial or not, submitted a case of that kind to the supreme court, in session at Ottawa. In accordance with its decision, all such were tried at a subsequent sitting of the county court. In all these cases the same verdict was rendered as in the former ones.

Painful as the events above described must have been to the parties immediately concerned, to whom the memory of them is still a rankling sore, and for this reason they have been passed over as lightly as

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Painful as the events above described must have been to the parties immediately concerned, to whom the memory of them is still a rankling sore, and for this reason they have been passed over as lightly as

the truth of history will admit, they yet bore much excellent fruit, and the good will remain when the evil is forgotten. The committee was emphatic in its declarations that Illinois was, at that date, much behind many of her sister states in her provision for the insane; that the condition of the insane, out of the hospital, was for the most part truly deplorable; and that additional provision for the insane of this state must soon be made. The wisdom of their suggestion, that in making such provision, regard should be had to the separation of curable from incurable cases, is more questionable.

As to Mrs. Packard herself, probably the majority of those who know her, are convinced of her insanity in the past, if not at present, and this opinion is confirmed by a letter written by her to Dr. McFarland, while in the hospital, bearing date January 19th, 1863, which it is inconceivable that any woman in her right mind should have written, nor do her explanations before the committee, June 8th, 1876, relieve her of this presumption. In her present mission, as a self-constituted advisor of legislatures, relative to the treatment of insanity in insane hospitals, she cannot be regarded as a safe counsellor, though it may be well believed that the future improvement of the hospital system lies in the direction of increased personal freedom, a larger amount of industrial employment for the inmates, more life in the open air, and a less artificial discipline, together with some modification, more or less radical, of the growing tendency to aggregate great numbers of insane in a single institution and under a single roof. But no evidence has, as yet, been adduced to show that in the United States any considerable number of persons are held in confinement against their will, on the ground of alleged insanity, which does not, in fact, exist; nor that the abuses, whose existence does from time to time occur, in spite of the vigilance of superintendents, who feel themselves to be, even in their beds, asleep on the brink of a volcano, are other than the inevitable outgrowth of human nature and of the present system of hospital construction.

The general assembly, in 1869, inaugurated a new policy of hospital expansion in Illinois. Two acts were passed, one to establish the Northern Illinois Hospital and Asylum for the Insane; the other to locate, erect and carry on an Asylum for the Insane, which it was understood was to be in the southern end of the state, though not so expressed in the bill. The original appropriation for each was one hundred and twenty-five thousand dollars.

At the same session, the legislature created for this state a Board of State Commissioners of Public Charities, like those in Massachusetts, New York and Pennsylvania, and reduced the number of trustees of the hospital for the insane, the institutions for deaf mutes and for the blind, and for the soldiers' orphans' home, to three each. The appro-

priations for various improvements were liberal. The new board, with the new superintendent, Dr. H. F. Carriel, formerly assistant physician in the New Jersey Hospital for the Insane, began a work of renovation and remodeling of the institution, which is not yet fully completed. Dr. Carriel entered upon the duties of his position, July 6th, 1870. During the past six or seven years, the changes made have been very extensive. They have been judiciously planned and economically carried out, and have given a new air of comfort to the entire establishment. A fire-proof corridor has been erected between the centre building and the domestic department, in the rear; the old reservoir has been repaired, an additional one built, a filter placed in a building constructed for the purpose, thirty by forty-five feet, and an additional iron tank for storage put in the attic of the centre building; the ventilation has been improved, by alterations in the heating flues, and the substitution in the centre building of indirect for direct radiation: various new buildings have been added, namely, a new boiler-house, coal-house, laundry, paint and broom-shop, ice-house, with refrigerating room underneath, and shops for mechanical work in wood and iron; the pump-house has been enlarged, and an additional No. 6 Niagara pump placed in it; the rear building remodeled throughout and the room designed for a chapel finished and fitted up; the wards have been overhauled, one by one, and newly painted, plastered and furnished with iron bedsteads, woven wire mattresses and hair mattresses; the sewers have been rebuilt, their position changed, an underground passage dug, and a railway built for the distribution of food to patients; new kitchen ranges and furniture have been purchased, the plumbing renewed in the bath-rooms and water-closets, the associate dining-rooms divided, (so as to give a dining-room to each ward,) day-rooms (alcoves) constructed in the wards, by knocking out partitions; fire-proof dust flues built in the wings, the old boilers have been exchanged for new ones, and their number has been increased; new machinery has been bought, of all kinds: and additional precautions taken against fire; while the grounds have been improved, new fences built, and the entire outside walls of the main and rear buildings have been painted. These are only the more important alterations; the minor repairs cannot be enumerated. This work of renovation has cost, in six years, in round numbers, one hundred thousand dollars, in the way of special appropriations, besides large expenditures from the current expense fund. The state has, however, received value received for every dollar spent.

But the greatest relief to the institution has been the erection of the new hospitals, which have taken off that outside pressure for admission which occasioned the officers in charge the greatest anxiety of

mind, and rendered it impossible to satisfy the public expectations respecting the amount of work to be accomplished by them.

The two acts creating the Northern Hospital and Asylum for the Insane and the [Southern] Asylum for the Insane were approved by the governor, John M. Palmer, on the same day, April 16, 1869. The difference in the titles seems to indicate a difference in the original purpose of the two, respectively. The same is indicated in the twenty-third section of the act relating to the southern institution: "As soon as said asylum shall be so far completed as to receive insane persons, the governor shall make proclamation thereof, and direct that such patients that then may be at the hospital for the insane at Jacksonville, and deemed incurable, be removed to said asylum." The word asylum, in both, is a recognition of the principle that the state intended, from this time forth, to care for the chronic as well as for the curable insane within its territory, and to provide something more than mere hospital accommodation.

An examination of the two acts shows them to have been independently drawn. Their special provisions were not made to harmonize or agree, in all respects, for the two institutions. This is especially noticeable as respects the provisions relating to their location. In the case of the northern asylum, the location was entrusted to nine commissioners, to whom instructions are given in the act, and their functions ended as soon as the site was selected. The adoption of plans and the erection of the necessary buildings was confided to the trustees, their successors. In the other case, a commission of five was created, who were not only to select the site, but to erect buildings and prepare them for occupancy by patients. They were further empowered to continue to act, but in an altered capacity and without pay, as trustees, until the meeting of the next session of the general assembly thereafter. The compensation allowed the latter board, was the same as that of the state-house commissioners, five dollars a day; both the commissioners and trustees of the northern asylum were allowed two dollars a day. Another important difference in the two statutes related to the length of time for which the medical superintendent should be appointed by the boards of direction, namely, in the southern institution for two years, but in the northern for the same time as provided by the laws then in force and governing the hospital at Jacksonville, which is ten years.

The location of both asylums was effected during the summer of 1869. The two sites selected by the respective boards were Elgin, in the north, and Anna, in the south. Both commissions were directed, in making a choice, to consider the questions of an ample supply of water, convenience of access, and the value of lands and other property which might be donated by the citizens of the locality chosen.



The site chosen at Elgin was given to the state by the citizens of that town, and consisted of a farm of one hundred and fifty-five acres, upon the west bank of Fox river, running down to the water's edge, together with a spring of water about three quarters of a mile west of the farm, and supposed, (but erroneously,) to be never failing, and the perpetual right of way to said spring. The value of the entire donation, as expressed in the title deeds, was \$14,750. A promise (which was never fulfilled), was also made of freight over the Illinois Central railroad, to the value of three thousand dollars. The amount of land being deemed by the trustees to be insufficient, they purchased, in 1870, one hundred and thirty-one acres in addition, and in 1871, one hundred and ninety-four more, all at the uniform price of one hundred dollars per acre, making a farm of four hundred and eighty acres, which cost in all about forty-five thousand dollars. This purchase was not authorized by law, but made on the responsibility of the trustees, out of the original appropriation. The building, it may be mentioned, stands not on the site originally selected, but upon the additional purchase.

At Anna, the farm selected contains two hundred and ninety acres, and cost twenty-two thousand, two hundred and sixteen dollars, (a price far above its actual value), of which the citizens of Union county paid one-fourth part, or twenty dollars per acre, as a donation. The situation is inaccessible, and the expense of obtaining a reliable supply of water has been very great. The ground itself, though it commands no such extensive view as that at Elgin, is broken, wooded and picturesque. No institution in the state has a site which offers equal opportunities for the display of the art of the landscape gardener.

The trustees of the Elgin institution advertised for plans from architects, to be submitted for competition; the commissioners of the institution at Anna adopted a different course, and went to the east in a body, to inspect existing hospitals for the insane, and decide which of them possessed a plan most worthy of imitation. The former body called in experts, namely, Drs. Patterson, of Batavia, and McFarland, of Jacksonville, to their aid; the others did not. Nine plans were submitted to the Elgin trustees, from which they selected that offered by Mr. S. V. Shipman, of Madison, Wisconsin, which is virtually a copy of the Government Hospital for the Insane, at Washington. The Anna board brought back with them a plan, resembling that adopted at Danville, Pennsylvania, which they submitted to Messrs. Walsh and Dilger, of St. Louis, for development. The event has proved that the Elgin plan is vastly superior to that at Anna, which had to be changed for the south wing, before the legislature would vote the funds for its erection. The plans for the northern asylum were adopted December 28th, 1869; for the southern, not until the spring of 1870.

At the suggestion of Governor Palmer, the newly appointed commissioners of public charities, who entered on the duties of their office in April, 1869, made it one of their first duties to investigate the actual number of insane and idiotic persons in the state of Illinois. Fifteen years before, a similar investigation had been made, in Massachusetts, by Dr. Edward Jarvis. Dr. Jarvis had fully demonstrated the untrustworthiness of the ordinary census returns. Following his method, a blank was prepared by the Illinois commissioners, with space for the names, post-office address, county, sex, color, birthplace, age, civil condition, occupation, supposed cause of insanity, form of insanity, duration of disease, number of attacks, treatment in hospital or not, curability or incurability, pecuniary ability, and method of care, of twenty persons. A copy of this blank was sent to each of four thousand, seven hundred and seventy-three physicians in the state—all whose names and residences could be in any way ascertained. About three hundred of these were found either to have died, removed from the state, or retired from the practice of medicine. About two thousand, seven hundred and fifty failed to respond to any communication sent them. After three successive efforts, answers were obtained from seventeen hundred and twenty-eight. The results of this investigation were published, in tabular form, in the first report of the commissioners, in 1870. After collating the returns and carefully purging them of all known or suspected duplicates, the number of idiots reported by name was found to be seventeen hundred and thirty-eight, and of insane, two thousand, three hundred and sixty-seven. It was believed by the commissioners that even these figures, which were in advance of those given in the census, were too low; and so it subsequently appeared, when in 1872 a further comparison of the board of charities' list of insane with the list filed in the census bureau at Washington resulted in the addition of six hundred and thirty-eight names to those previously reported by the physicians. The number reported in the census of 1870 was one thousand, six hundred and thirty-four; the number on the list of the board is three thousand and five. If a correct return of idiots were possible, which it is not, for the reason that in infancy idiocy is not always recognizable, the result would be still more astonishing.

Having obtained an approximate estimate of the number of insane in Illinois, the commissioners of public charities, at the suggestion of the trustees of the Anna institution, issued a call in October, 1869, for a conference of the officers of the state, and of the three insane asylums, with the commissioners of public charities, to assemble, at the state library, on the tenth of November, 1869, to consider the respective merits and demerits of the two systems of organization, known as the congregate and segregate or family systems, with a view to determining which of them should be adopted in the new institutions.

Prior to the assembling of the conference, every known superintendent of an insane asylum in the country was addressed, by letter, and requested to state his views upon this important question, in writing, to be submitted to the meeting.

The majority promptly and frankly responded. An examination of their replies discloses a wide difference of opinion among experts, where agreement might have been expected. A general conviction was expressed of the possibility of further improvements in the treatment of insanity; and many, even of those opposed to the cottage system, in theory, said that they hoped it might receive a full and fair trial, in this state.

The principal address at the conference was made by Dr. McFarland, who traced the history of the treatment of insanity through its three successive leading phases—cure by exorcism, by drugs, and by restraint. The latter system he regarded as equally fallacious with those which preceded it. The amount of restraint in our modern hospitals is excessive; it irritates patients unnecessarily, abridges their sources of recreation and of useful employment, promotes secret vices, is extravagant in its cost, prevents any association of the sexes, and needs to be reformed. Not altogether, perhaps; restraint and non-restraint might exist side by side, restraint for those who need it, freedom for those who do not. He believed that the breaking up of the insane “monasteries,” with their long corridors of cells, into detached buildings, bearing a closer resemblance to the ordinary residences of sane men, would modify favorably the life of the patient, afford better opportunity for an industrial basis for the entire organization, reduce the expense, both of building and of carrying on the institution, make the classification of patients more complete, and would rather protect than weaken the close supervision which a good humanitarian purpose dictates. The institution would, he said, under the new system, be like a regiment marching by companies, each under command of its own competent officer, while, at present, it is like the same regiment marching in platoons, with no subordinate officer in command. He acknowledged the difficulty of successful innovation, but believed that the experiment, in spite of the opposition of medical superintendents, would certainly be tried, and, if successful, the new system would be called by the name of the state or nation which is the first to adopt it. The name “cottage” he disliked.

The action taken by the conference consisted in the adoption of resolutions:—

*Resolved*, That in the judgment of this conference, so far as practicable, a combination, in insane asylums, of the cottage system with that at present in vogue, is desirable.

*Resolved*, That there are weighty reasons for the belief that such a combination is practicable and that it would increase both the economy and efficiency of asylums for the insane.

No immediate result followed this conference. Both the new insti-

tutions were built, organized, and are administered on what Dr. McFarland calls "the monastery plan." It was indeed doubtful whether the language of the law respecting the southern asylum is not imperative: "the main building shall be constructed upon the most approved plan for use, and shall be of sufficient capacity to accommodate at least three hundred inmates, with the officers and necessary attendants, and so planned that wings may be added." The "cottage" plan of organization seems to be here excluded, whether intentionally or not, from consideration. The language of the statute relating to the northern asylum is very different in its tone: "whatever plan shall be adopted—whether that known as the 'cottage system,' or that known as the 'central edifice with wings,' or a combination of the two systems—the work shall proceed by sections, or other structures of sufficient capacity to accommodate one hundred and fifty patients shall be first erected and brought into use, so that practical benefits may be secured at the earliest possible period and at the least expenditure of money: *Provided*, That such sections or cottages shall be free from expensive architectural decorations," etc. Notwithstanding this plain hint of a desire on the part of the framers of the bill to see some attempt at a modification of the existing system, the defects of which are admitted by many of the ablest superintendents in this country: and notwithstanding that the trustees in their first (unpublished) report, justified their exercise of discretion in the purchase of so large a farm, on this ground among others, that they "were of the opinion that the best interests of the state and of the unfortunate insane required that both the congregate and the cottage systems should finally be adopted, for while the majority can be much better and more cheaply cared for in the congregate arrangement of an asylum, there is another and a large class who should receive the more domestic and homelike treatment secured by the cottage system:" yet, either for lack of the requisite genius and courage to innovate, as intimated by Dr. Farland, or from a conviction that the modified system is impracticable and unwise, the experiment has not been tried at this institution. Nor is it likely to be, for in their third biennial report, the trustees retract their former opinion, and say, "we are convinced that it (the cottage plan) would not be economical for the state, nor beneficial to but few, if any, of the insane."

The bids for the construction of the northern asylum were opened April 16th, 1870; for the southern on the 14th of July, 1870. For the entire north wing, there were, at Elgin, eight bids; at Anna, fifteen. The Elgin bids ranged from one hundred and twenty-four thousand dollars, the lowest (by W. F. Bushnell & Co.), to one hundred and seventy-nine thousand, three hundred and seventy-three dollars; those received at Anna, from one hundred and fifteen thousand dollars, (by

Richard Shinnick), to two hundred and seventeen thousand dollars. The average of all the bids was, in the former case, one hundred and fifty-six thousand, eight hundred seventy-five dollars; in the latter, one hundred and fifty-three thousand, six hundred and sixty dollars. In both cases, there can be little question that the boards transcended their authority, in adopting plans and making contracts for buildings, on a scale calculated to accommodate not less than four hundred and fifty patients, whereas the acts under which they acted contemplated provision for only three hundred, in each of the two institutions. The legislature, however, passed over their action in this regard without criticism or objection.

The completion of the northern institution, to date, has required appropriations on the part of the state to the amount of six hundred and twenty-four thousand, seven hundred and seven dollars and twenty-six cents, in addition to the fourteen thousand, six hundred and fifty dollars contributed by the citizens of Elgin, making the total cost of provision for about four hundred and fifty patients, six hundred and thirty-nine thousand, three hundred and fifty-seven dollars and twenty-six cents, or about one thousand, four hundred and twenty dollars for each bed. The items which make up this expenditure are as follows:—

Land .....	\$46,989 00
North wing.....	131,746 26
Rear building.....	48,500 00
Coal-house.....	5,350 00
Laundry extension.....	3,500 00
Centre building.....	72,000 00
South wing.....	160,000 00
Out-buildings.....	11,800 00
Heating apparatus, gas-works and other machinery.....	54,535 00
Water-works .....	7,397 00
Reservoirs, sewers, etc.....	15,150 00
Fire apparatus.....	1,600 00
Lightning rods.....	1,250 00
Gas fixtures.....	2,675 00
Railroad track (for distributing food).....	350 00
Stock, carriages, and improvement of farm, etc.....	15,220 00
Furniture.....	38,110 00
Library .....	1,000 00
Freights.....	6,000 00
Architect's commissions (part) .....	6,125 00
Expenses and <i>per diem</i> of trustees, while building.....	10,060 00

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Total.....\$639,357 26

Much remains still to be done, especially in the matter of outside im-

provements, to bring the hospital up to the standard which it ought to reach.

The amount appropriated for the completion and fitting of the southern asylum and grounds has been six hundred and thirty-four thousand, eight hundred dollars. A similar statement of items cannot be given, for the reason that the appropriations were for the most part unrestricted in their application. A portion of the *per diem* of the building commissioners is not included in the above figure, but was paid out of the general fund of the state. The work of building is still in progress.

At Elgin, the north wing and the rear building were completed in January, 1872. They would have been ready in the month of October or November, 1871, but the great fire in Chicago, October 9th, delayed the work. On the 2d February, the formal opening and inspection by the governor and legislature occurred; and on the 3d April, the necessary furniture having been secured and put in place, the first patient was admitted. The medical superintendent, Dr. Edwin A. Kilbourne, of Aurora, had been elected by the board in September, 1871, and Dr. Richard S. Dewey had received an appointment as first assistant physician, in December. Patients would have been received as early as March, 1872, but for the sudden and unexpected failure of the McElroy spring, which compelled the institution to go to the river, only eight hundred yards distant, for its water supply. Among the first patients admitted were twenty-one from the Cook county asylum and forty from Jacksonville, all of them chronic cases.

The general assembly, in 1873, wisely made all the appropriations necessary to complete the construction of the principal buildings, and to put them in readiness for occupation. The contract for construction was let June 18th, 1873, and for the steam-heating on the 30th of October. The centre building was delivered to the trustees in April, and the south wing in July, 1871, four and a half months prior to the date stipulated in the contract: the whole work, to the value of nearly two hundred and fifty thousand dollars, having been finished in little over a year. The centre building was at once furnished and occupied, but the south wing stood empty until after the assembly, in 1875, had appropriated funds for the maintenance of the additional number of patients who were to use it.

At Anna, the progress of events was less rapid. Up to the time of the change in the board of building commissioners, which occurred May 2d, 1871, only ninety-two thousand dollars of the original appropriation of 1869 had been expended, and of this amount not more than fifty thousand dollars had been expended directly upon the building and paid into the contractor's hands. The rest had gone for land, plans, expenses of the board, and commissions to the architect. The

basement story was then not yet finished. On the 25th of July, 1871, the commissioners, seeing no prospect of an early completion of the building, or a compliance by the contractor with the terms of the contract, notified the contractor's securities to meet them at Anna, on the first of August, and either furnish means for a more rapid prosecution of the work, or surrender the contract. The securities chose to furnish the necessary funds and to appoint an agent for their disbursement. In August, 1872, the board passed an order that they would pay no further estimates, until the final settlement, and the securities thereupon took the building in hand and finished it at their own cost. The north wing was completed and a final settlement made with them, in March, 1873. The estimated cost of this wing is about one hundred and twenty-eight thousand, five hundred dollars. The contract for the rear building and the basement story of the centre, was awarded to N. L. Wickwire, of Cairo, on the 13th of June, 1872, for sixty-eight thousand, seven hundred and eighty-two dollars. The amount paid him, including extras, was seventy-four thousand, eight hundred and sixty dollars and eighty-eight cents, and the final payment was made in June, 1874. The appropriation for the centre building was made May 3d, 1873, but through an error in the wording of the act, instead of its being payable from the levy of 1872, as designed, it was made payable from the levy of 1873, and so was not available for use before 1874, which occasioned a delay of one year in the commencement of work under the contract. The contract, which was let in May, 1873, to Richard Shinnick, was for eighty-four thousand dollars for the entire building, except the finishing of the fourth story. The amount paid him was ninety thousand, one hundred and seventy-nine dollars and thirty-seven cents, which included the work originally omitted in his contract, and the last payment was made in September, 1875. Thus the north wing was two years and eight months in building; the rear building, two years; and the centre, about one year and a half. The appropriation for the south wing was made in April, 1875, and the contract let in the September following. The building is now enclosed and the work of finishing the inside is in progress.

The north wing having been completed, trustees for the asylum were appointed in July, 1873, for its internal management, and organized August 22d, when they appointed as superintendent, Dr. R. S. Dewey, of the Elgin hospital. Dr. Dewey at first accepted the appointment, but subsequently withdrew his acceptance, on the 23d of September, and Dr. A. T. Barnes, of Centralia, a physician in general practice, but without any special experience in the care of the insane, was elected in his stead. The building commissioners having exhausted the fund intended for furnishing the institution, no resource remained but to use the ten thousand dollars appropriated for the

centre building, in fitting up the wing, which was done, the state treasurer advancing the money before it was due, and on the 15th December, 1873, the asylum was thrown open to patients; two floors, consisting of four halls, being ready for that use. The first floor was reserved for the accommodation of officers and employees. The fourth floor was furnished, not long after, from the current expense fund. The centre building was furnished and occupied in January, 1876, and the entire north wing given up to patients.

The occupation of the three insane hospitals supported by the state rendered it necessary to divide the state into districts for the purpose of determining to which hospital applications for admission from the several counties should be addressed. This was done at the session of the legislature of 1874-75. The statute is based upon the present estimated capacity of the institutions, namely, about twelve hundred. Of these twelve hundred beds, two hundred are not assigned, but left open for any excess of curable cases from any of the counties of the state. The remaining one thousand beds are apportioned among the counties in the ratio of one bed to every twenty-five hundred inhabitants, as ascertained by the census of 1870. The unoccupied places belonging to any county may be assigned to patients from other counties, at the superintendent's discretion. Recent and curable cases must be received, from whatever county in the district they may come, anything in the act to the contrary notwithstanding; of other patients, preference must be given to the indigent and to the dangerous or troublesome. Under this statute, a general transfer of patients in the hospitals from outside the three districts respectively, took place during the summer of 1875.

The three hospitals were placed upon an equal footing by the ninth section of the act of May 2d, 1873, providing for the appointment of a board of trustees and a steward for the Southern Illinois Insane Asylum, in the following words: "the laws regulating the reception, care and treatment of patients in the Illinois State Hospital for the Insane, at Jacksonville, shall govern the trustees and other officers in the Southern Illinois Insane Asylum, except as herein otherwise provided." This section swept away all idea of this institution being simply an asylum for the incurably insane. The argument against the separation of curable and incurable cases of insanity was set forth in a special report of the Illinois commissioners of public charities, in the month of February, 1874, upon the number and condition of the incurably insane, and will bear quoting here.

1. It is impossible to discriminate, in individual cases, and with absolute certainty, between curable and incurable insanity. While the majority of chronic cases are also incurable, yet some surprising recoveries take place, even where the disease is of long standing.

2. If it were possible to determine in every instance whether a given patient is or is not curable, yet the branding of any patient as incurable, by assigning him to an institution designed exclu-



sively for its inmates, would be a cruelty to the patient, and to the community, and would rob a man of hope, his last consolation in the presence of any ill.

3. Of whom nothing is expected, nothing will be obtained. If it is understood by the superintendent and by the public that his patients are beyond the reach of hope, the greatest stimulus to exertion on his part will be removed, and the result will be laxity of discipline, neglect of nursing and medical care, general deterioration in the management, and, in the end, disgrace and failure.

4. In an institution designed for the incurably insane alone, the frequent coming and going with the outside world, suggested by the constant discharge of recovered patients, would be a failure, and thus an important safeguard against the growth of abuse would be removed.

5. It would not be possible to prevent the admission to any hospital or asylum of patients from the immediate vicinity, who were curable, and, if possible, it would not be desirable.

6. All experience shows that the presence of chronic cases of insanity in any institution has a happy influence over the newly insane, and is an aid not only to discipline, but to recovery on their part.

7. If the separation of the incurable from the curable insane is the question to be determined, then the form of the inquiry should be, not whether to make separate provision for the chronic insane, but whether we shall make separate provision for recent cases; for the recent cases are the less numerous of the two.

For these and other reasons we advise, not the erection of mammoth poor houses, under state supervision, for the outcast insane of Illinois; but the erection of additional hospitals, when or the condition of the finances of the state will admit of it.

In addition to the state institutions for the insane, there are in Illinois three other hospitals or asylums for their benefit— one in Cook county, in connexion with the county almshouse, at Jefferson, which will accommodate, when the new wing now in process of construction is occupied, probably not less than four or five hundred inmates; and two private institutions, one owned and superintended by Dr. R. J. Patterson, at Batavia, in Kane county, and one owned by a corporation and conducted by Dr. McFarland, at Jacksonville. The institution at Batavia is for women only, and accommodates about thirty patients; that at Jacksonville receives both sexes, but its capacity is not quite so large. All of these, like the state institutions, are subject to the supervision and inspection of the state commissioners of public charities.

#### THE BLIND.

The third of the state institutions organized in Illinois was that for the education of the blind, which, like the two that preceded it, was also located at Jacksonville. For about one year previous to its incorporation, a small school for the blind had been taught in that city, then a village, by a blind man, formerly of the Ohio institution, named Samuel Bacon. The act of incorporation was approved by the governor, Augustus C. French, on the 13th January, 1849, and on the 3rd February the board of trustees, five in number, elected Judge Lockwood their president. They appointed Mr. Bacon superintendent of the new institution, and at once issued circulars announcing that the school would be opened on the first Monday of April, 1849, and that scholars would then be received, educated and provided for at their expense. The legislature had appropriated three thousand dollars for the erection of a suitable building, and had also ordered that there should be paid to the trustees, for the use of the institution, the pro-

ceeds of a tax of one-tenth of a mill upon every dollar's worth of taxable property in the state—a tax largely in excess of its actual needs. The trustees did not wait for the building to be erected by the state, but opened their school, at the time appointed, in a rented house. By the close of the first term, July 10th, 1850, (there having been no vacation granted for fifteen months), the number of pupils was twenty-three,—a larger number in proportion to the population of the state than in 1870, twenty years later: the proportion in 1850 being one pupil to 29,194 inhabitants, and, in 1870, one to 32,582.

For twenty-one or two acres of land the board paid eighty dollars an acre. The site selected was about a mile east of the public square. The building was not completed and occupied until January, 1854. It was one hundred and sixteen feet in length, sixty-six in width and sixty-six in height, from the top of the stone foundation. It stood for fifteen years, until the 20th of April, 1869, when it was totally destroyed by fire.

Mr. Bacon only retained his position until the end of the first term. A member of the board, Mr. Dennis Rockwell, visited the eastern states, during the succeeding vacation, in search of his successor. The result of his visit was the engagement of Dr. Joshua Rhoads, who was formerly superintendent of the Pennsylvania institution for the blind. Mrs. Rhoads was at the same time appointed to the office of matron. Their connexion with the school lasted for twenty-four years, and terminated in June, 1874, when the Rev. F. W. Phillips, M. D., succeeded to the superintendency.

The special tax for the blind was repealed in 1855, and an annual appropriation for current expenses was voted instead. With the exception of two appropriations for repairs, in 1867 and 1869, all the expenses of this institution were defrayed out of the current expense fund, until the year 1873. In this particular, its financial history is unique among the institutions of this state, all the rest having been the objects of repeated and almost constant special appropriations.

In the year 1865, the institution was involved in litigation before the courts, in the following manner: The Jacksonville and Carrollton Railroad, a corporation chartered in 1851, had, in 1857, obtained and entered upon, for its own use, a strip of ground about thirty feet in width and nearly one thousand feet in length, belonging to the institution, on the west side of the tract occupied as a site for the building. They obtained possession by a verdict of condemnation by a commission appointed for that purpose. The right claimed by the company to condemn land owned by the institution was based upon a clause of an amended charter, changing the name of the road to the Jacksonville, Alton and St. Louis Railroad, which passed the General Assembly in 1857. The clause referred to is in the third section and reads,

"All such lands, materials and privileges, [necessary for the construction, completing, altering, maintaining, preserving and complete operation of said road] *belonging to the state* are hereby granted to said corporation for said purposes." In 1863, a new road, called the St. Louis, Jacksonville and Chicago Railroad, was formed by the consolidation of the road already mentioned with the Tonica and Petersburg road, and it is declared in the first section of the act in aid of the new road that the consolidated company "shall enjoy, possess and exercise all the privileges, immunities and franchises which were possessed, enjoyed or granted by or to either and both of the constituent companies aforesaid." In 1864, the new road claimed and exercised the right to erect its freight depot on the strip already seized by its predecessor, and in 1865, it claimed the right further to seize and take possession of an additional strip about one hundred and sixteen feet in width, lying west and outside of the strip already taken, on which it proposed to erect a new track, turnouts and depots, and all buildings suitable for railroad purposes. It also claimed that it was under no obligation, under the terms of the grant quoted above, to make any compensation to the state for the land which it proposed to occupy for its own use and profit, and which was very valuable, being worth probably not less than one thousand dollars an acre. After a meeting of the trustees with the officers of the road, in November, 1865, at which they were unable to come to any agreement, the road commenced a proceeding against the coveted strip of ground. Two out of three commissioners appointed by a justice of the peace reported the land condemned, without any damages. The trustees took an appeal to the circuit court of Morgan county. A change of venue was subsequently had to the circuit court of Sangamon county.

Pending the decision of the suit, the trustees appealed to the legislature for protection, which promptly responded by an act passed in 1867, declaring that the lands of the state institutions shall not be entered, appropriated or used by railroad or other companies without the previous consent of the general assembly; and that without said consent, courts shall not have or entertain jurisdiction in proceedings instituted for the purpose.

The circuit court of Sangamon county quashed the proceeding of the commissioners, whereupon the road took the case by appeal to the supreme court of the state, which affirmed the judgment of the lower court. The opinion of the court was delivered by Chief Justice Walker, and its essential point was, that although the language of the enactment respecting the Jacksonville and Carrolton road would literally embrace the right to appropriate any property owned by the state, even the buildings erected upon the land, yet, failing to grant any property specifically, it cannot be inferred that property owned and already

appropriated by the state to permanent and specific purposes, could be taken. But this property had been permanently appropriated to the use of a state institution, and was in use for that purpose.

Accordingly, in 1869, it was ordered by the legislature that upon application of the St. Louis, Jacksonville and Chicago Railroad Company to the governor, he should appoint three dis-interested appraisers, who should view and appraise the parcels of land described in the act, and that the appraised value thereof should be paid into the state treasury. This was done, and the amount realized by the state was five thousand, seven hundred dollars.

The conflagration on the 20th April, 1869, by which the original institution was destroyed, occurred, fortunately, at ten o'clock in the morning, so that no lives were lost, nor any personal injury sustained by any one, in consequence. The fire is supposed to have originated from a defective flue in the attic, and to have been smouldering for several hours before the flames broke through the roof. The pupils were all cared for by the citizens of Jacksonville, who received them into their own houses, where they remained for a few days. Through the liberality of Mrs. Eliza Ayers, who owned the "Berean college" building and grounds, across the street from the institution, and placed it, without solicitation, at the disposal of the trustees, the school was at once reopened, and the session continued without interruption until the 1st June, the usual time for vacation.

A spirited controversy ensued as to the policy of rebuilding on the original site. It was claimed on the one hand that the proximity of the railroad depots, tracks and switches, and of the drinking saloons around the depot, together with the value of the land for general business purposes, constituted a sufficient reason for the sale of the property by the board and the purchase elsewhere of a site less valuable but better adapted to the wants of the institution. On the other hand, it was contended that these so-called disadvantages were in fact no disadvantage; that the trustees had no power to change the location; and that a called session of the legislature would be necessary in order to enable them to act. It was finally decided not to remove the institution. The trustees had at their disposal five thousand dollars especially appropriated for improvements and repairs, and twenty thousand dollars received from insurance companies, with which to rebuild. They adopted a plan embracing a centre building and two wings, and for thirty-four thousand and sixty-nine dollars and thirty-nine cents, they erected the west wing, using for this purpose nine thousand dollars and thirty-nine cents of their current expense appropriation. The wing erected was seventy-two feet square on the ground, and three stories in height. The board contemplated an application to the legislature of 1871-2 for funds with which to complete the centre

and east wing, at an estimated cost of one hundred and twenty-five thousand dollars, and adopted plans for that purpose submitted by Messrs. Dilger and Jungenfeldt; but deferred action upon the subject, on account of the unsettled condition of the question of a sufficient water supply, the people of Jacksonville having refused, at a popular election, to vote for the construction of a system of city water works. In 1873, the general assembly appropriated seventy-five thousand dollars for the centre building, and five thousand dollars additional for heating it by steam. On the 14th of July 1873, the trustees made a contract with Lear and Bruce to erect the building according to plans and specifications for fifty-eight thousand, seven hundred and sixty dollars. By a supplemental contract, July 29th, 1873, it was agreed to put in yellow pine floors, to make certain alterations in the portico, and to substitute pressed brick instead of plain brick for the front. The contract for heating was awarded to S. L. Poge and Co., of Chicago, October 13th, 1873, for eight thousand, one hundred and ninety-seven dollars. The work was completed during the summer of 1874, but absorbed the entire appropriation. The legislature of 1875 appropriated funds for the erection of an engine and boiler house and its connection with the centre building, and for the extension of steam heating to the west wing. No appropriation has yet been made for the east wing.

The change of superintendents in 1874 has been mentioned above. Dr. Phillips entered upon the duties of his office, August 21st, in that year. Dr. Rhoads, the retiring superintendent, has since died, full of years and leaving behind him an unblemished name.

#### THE IDIOTS.

The experimental school for idiots and feeble-minded children (the eighth institution of its class in the United States, and the first in the northwest, was created by an act approved February 15th, 1865. It was an outgrowth of the institution for the education of the deaf and dumb, to which idiots are sent every year, under a mistaken impression on the part of their parents, that their silence results from inability to hear.

The first action in relation to the establishment of an institution of this kind in the state of Illinois, was taken by the State Medical Society, at their annual meeting, held in Bloomington, June 5th, 1855. A committee of three of its members, consisting of Drs. D. Prince, E. R. Roe and J. V. C. Blaney, was appointed "to memorialize the legislature with regard to additional provision for the insane, and the establishment of an institution for idiots." This committee was continued during four years, and presented a written memorial to each of the two succeeding general assemblies. The first memorial was printed,

Dr. A. McFarland, in his fifth biennial report, in 1856, referring to the exclusion of idiots from the hospital for the insane, suggested an inquiry by the legislature into their number and needs. Mr. Philip G. Gillett, in his first report, (the sixth biennial, in 1856,) also called attention to the same subject, and has renewedly pressed it upon the legislature, in various reports, since.

By the act of 1865, an annual appropriation of five thousand dollars was placed in the hands of the directors of the institution for the education of the deaf and dumb, to whom was committed the charge of the new enterprise. They immediately rented the mansion and grounds belonging to the widow of the lamented Governor Duncan, in Jacksonville, and appointed Mr. Gillett *ex officio* superintendent, without compensation, until a permanent superintendent could be engaged. He acted in this capacity until the sixteenth day of September, 1865, when he presented his resignation, and nominated, as his successor, Dr. Charles T. Wilbur, late surgeon of the 95th Ohio volunteers, a brother of the justly celebrated H. B. Wilbur, M. D., superintendent of the New York Asylum for Idiots, at Syracuse. Dr. C. T. Wilbur had formerly sustained official relations to four of the seven existing institutions, namely: those of Connecticut, Massachusetts, New York and Ohio. He entered on the duties of his new position about the first of October.

The school opened (prior to Dr. Wilbur's advent) with three pupils, May 25th, 1865.

In 1867, the legislature granted the directors an appropriation of three thousand dollars, for the erection of an additional building for school, gymnasium, bed and wash-rooms. The cost of this building was seven thousand, one hundred and sixteen dollars and twenty-three cents, the excess of cost being defrayed out of the current expense appropriation.

In the summer 1869, the directors put up a bathing-room, an ironing-room, and two other necessary out-buildings.

During the year of 1870, the necessity for separating the male from the female pupils, and the gymnastic exercises from the school proper, constrained them to erect a cheap building, containing a dining-room, gymnasium and boys' dormitory.

These improvements were all of a cheap character, combustible, and ill adapted to their necessary uses. The premises, after their erection, presented the appearance of a badly planned establishment for the maintenance of paupers at the expense of some economically-inclined county. They were merely a make-shift, and the constant peril of fire, which, had it occurred at night, might have resulted in much loss of life on the part of the helpless inmates, caused the officers no little loss of sleep through their anxiety.

The investigation into the number of insane and idiots in the state, made by the commissioners of public charities, in 1869, demonstrated the existence of one thousand, seven hundred and thirty-eight idiots, whose names were given, and afforded ground for the conviction that the actual number is very much greater, and probably equal to that of the insane. The publication of their report, in 1870, led to the passage of an act, in 1871, by which the institution was granted an independent and permanent existence. A corporation was created, and the directors of the institution for the deaf and dumb were instructed to turn over all property and funds in their hands, belonging to the experimental school for idiots, to the trustees of the new institution, which was entitled The Institution for the Education of Feeble-minded Children. In 1873, an effort to secure an appropriation for land and buildings proved unsuccessful; but upon its renewal, in 1875, the legislature granted the sum of one hundred and eighty-five thousand dollars for this purpose.

The selection of a location was entrusted, under the law, to seven commissioners appointed by the governor, one from each of the grand judicial divisions of the state, who were required to choose a site for the institution, which, together with the farm attached, should contain not less than forty acres of land, "having regard in the selection to elevation, sewerage and drainage, an abundant and never failing supply of water, facility of access and comparative centrality of location, the quality of the soil, and the price asked for the land; but the said commissioners shall neither ask nor accept, on their own account, any gift or gifts in money, freights, lands or other valuable property, as a consideration for the location or choice of site. And a violation of this provision shall be deemed a high misdemeanor, punishable by fine or by imprisonment, or by both, at the discretion of any court in which conviction of the same may be obtained and had." The commissioners were also required to cause to be prepared suitable plans and specifications for the building, at a cost not exceeding one hundred and seventy-five thousand dollars. The letting of the contracts and the work of construction were, on the other hand, committed to the trustees.

After an extensive tour in all parts of the state, and the examination of a large number of tracts of ground offered for their inspection, the commissioners agreed, in the month of July, 1875, upon the town of Lincoln, on the Chicago and Alton Railroad, about thirty miles north of Springfield, and purchased from Col. R. B. Latham a tract containing forty acres, in the south-west corner of the town, for which they paid seven thousand, five hundred dollars. In August, they adopted, from several plans submitted to them, that of H. C. Furness, of Ottawa, but agreed that the trustees should modify them, as might prove

necessary or desirable for the benefit of the state and of its feeble-minded children. In accordance with this permission several material changes were made in the plans originally prepared.

On the 30th October, 1875, the contract for the new building, including the centre, rear, both wings, also for the boiler and engine-house, fully completed, except the plumbing and heating, was let to T. E. Courtney, of Chicago, for the sum of one hundred and twenty-four thousand, three hundred and seventy-five dollars. The centre is three stories in height; the connecting wings, two; the extreme wings, parallel with the centre, three; the rear building and boiler-house, part one and part two. The extreme length is three hundred and twenty-four feet. The general style is modern gothic, with slate roof, dormer windows, and towers. The centre building is for offices and apartments for officers and teachers; the first story of the main building is for school rooms and gymnasias; the second and third stories include the dormitories and the chapel; the water-closets are in detached towers; the dining rooms and work department are in the rear building. All the dormitories are so arranged as to admit of an attendant sleeping with each group of children. The number of pupils whom it is designed to accommodate in the institution is two hundred and fifty.

The contract for plumbing, gas fitting and steam-heating was let, January 18th, 1876, to John Davis and Co., of Chicago, for twenty-nine thousand, four hundred and thirty-four dollars.

The total cost, therefore, exclusive of extras, will be one hundred and fifty-four thousand, two hundred and nine dollars. The building is now enclosed and part of the inside work has been done.

For the information of persons who have never seen a school designed especially for idiotic and backward children, a brief description of the principles and methods of training adopted may here be added.

The daily routine is as follows: The pupils rise at five o'clock; take breakfast at half-past six in summer and in winter at seven. At nine o'clock all assemble, and go to the school rooms, where they remain until half-past twelve, with a recess of half an hour, at eleven. The hour for dinner is half-past twelve. Afternoon school commences at two, and lasts until four o'clock. At five the supper bell rings, and by eight all the pupils are in bed—the younger being sent off at seven. During the intervals between meals and school hours, the pupils take walks in the grounds with their attendants; the girls assist in the internal work of the establishment; the boys do out door labor.

The first aim of the establishment is to preserve and improve the physical health of these unfortunate children. They are furnished with an abundance of plain but hearty food, exercised systematically in the open air, regularly bathed, sent early to bed, sent to the hospi-



ing whenever they are ailing, and all the 700 pupils in dispositions and ailments attended to every morning. Pupils requiring extra care, on account of debility or peculiarities of physical condition, receive it. Dr. Wilbur's weight-book, in which the weight of each pupil is recorded monthly, shows that the average growth is between five and six pounds each during a term of ten months, from September to June.

Keen to the health, the training of the body receives attention. Callisthenes and the light gymnastic form the basis of the education given. These exercises are accompanied by music, and are directed by Spangler, in which the children join. On one evening in every week they ordinarily have a dance in the gymnasium, lasting one hour, from seven o'clock, which they greatly enjoy. A particularly skillful children specialist opportunity has been provided, designed to compel the fixing of the attention. They are required, for instance, to walk, placing their feet at each step upon the floor between the wings of a banner so constructed as to make each successive step a little more difficult. They are trained to walk upon a narrow plank elevated a few feet from the floor; to go up and down steps; to hang suspended from a ladder fastened to the ceiling; to walk in a circle, placing their feet in certain spots and in a certain position. By a multitude of similar contrivances the feeble intellect and will are gradually aided to gain the mastery over the movements of the body.

Great care is also taken to break up offensive habits contracted elsewhere; such as awkward movements persistently recurring; distortions of the countenance; uncouth or painful noises; daintiness and greediness in eating; neglect of the requirements of decency; violent insubordination, resulting from excessive indulgence at home; and the infliction of injury upon themselves, by biting, scratching, and beating their heads against the wall. The children are taught to wash, comb, brush and dress themselves; to handle a knife and fork; to hold their evil tempers in check; to be obedient to orders; to help themselves, and to be of service to others.

A further step is taken, in the effort to stimulate the dormant intellectual faculties. The majority of idiots are listless, indifferent, sluggish, torpid, and can only be aroused from stupor by methods specially devised for the purpose. They differ from ordinary children, inasmuch as children generally acquire the rudiments of knowledge by their own efforts, in play, during the early years of childhood. The sports of children are an unconscious development of their faculties, physical and mental; a trial of strength, an acquisition of skill, an education of the senses, of the memory, of the judgment, of the reason, of the conscience, and of the will. Their curiosity is natural, it needs no awakening, and it leads them on, from day to day, to a higher level of in-

formation and of thought. But idiocy is arrested development, and the idiot must be taught to play; he must be instructed in the meaning and purpose of childish sports; the results of play can only be communicated to him by intelligent effort from outside the sphere of his own personality; his curiosity must be provoked, and he must be encouraged to satisfy it. An idiot school differs from an ordinary school in this, that a backward pupil, associated with those who are brighter, is an object of scorn and even of abuse to his fellows, and of indifference or dislike to his teacher. The progress of his class cannot be retarded for his benefit; he cannot receive the amount of patient individual training which he requires; he is left behind; he becomes discouraged, timid, and he fails to make even that degree of attainment of which he is capable. The asylum for feeble-minded children supplies the needed individual instruction, and saves the pupil from becoming an object of ridicule, while it allows him all the time necessary for overcoming in their natural order the obstacles which hinder his intellectual growth. But an idiot school also differs from an ordinary school, as has been said, in its method of instruction. It is, so to speak, a cross between the school and the nursery, and the teachers employed occupy relations to the pupils somewhat resembling those of a governess rather than a teacher.

The visitor to Dr. Wilbur's institution, upon entering the school-room, finds scarcely anything to remind him of a school, except the blackboards around the wall, and some maps hanging here and there. Instead of desks, he sees tables; and instead of books, toys, such as dissected pictures, wooden blocks, marbles, strings of beads or buttons, painted wooden cups and balls, and other apparatus designed to convey to the slumbering mind its first conception of color and of form. He sees girls engaged in plain sewing, or in embroidering perforated paper book-marks; he sees classes marching, counter-marching, clapping hands, and going through a manual of gesticulation. Here and there a pupil is at the blackboard, imitating the forms of letters, or drawing rude, simple pictures of familiar objects. A few are laboriously performing the rudimentary processes of arithmetical calculation. Possibly a class may be standing with cards in hand, learning to read by what is known as the "word-method," in which words are taught before the letters of which they are composed; or it may be before an outline map, slowly learning the names and positions of the prominent rivers and towns of the state or of the United States. In a word, he finds himself in a veritable "infant school," in which object teaching is the only method employed; but it is a truly scientific object teaching, having for its aim the education, in the strict signification of the word, of the mental powers. The object which occupies the

attention is not employed as a text, but it is itself the subject of as intense thought as can be awakened in a mind so dull.

Of course education has for its ulterior aim not simply mental development, but, in addition to that, the acquisition of information. In an idiot school instruction has to be subordinated to education, however; education naturally precedes instruction; and education is for the idiot a task of so great difficulty that the amount of instruction or information actually conveyed to the pupil in the school room is necessarily small. It extends in some cases to reading, writing, and the rudiments of arithmetic and geography.

The three prominent characteristics of this school are, that the training is first physiological: second, it is individual; and third, it is by the use of visible objects as the instrument for its accomplishment. Before all, it is individual; the education of each pupil being a battle between the teacher and himself, which can only be won by strategy, and the victory is gained by devising some peculiar, and it may be a novel plan for removing or surmounting the particular difficulty in the physical or mental organization of the awkward child.

The results of training may be briefly summed up as follows: It has been already stated that bad habits are broken up: the body trained to properly co-ordinated motion: the muscles taught to obey the enfeebled will; and the pupils instructed in domestic and farm labor, with a view to fitting them to earn a partial, if not a complete support, and to make them less burdensome to society at large. In some cases education may be carried to a higher point.

The annual number of new applications for admission of pupils to the institution since its organization, has been as follows:—

1865.....	69	1872.....	97
1866.....	61	1873.....	100
1867.....	60	1874.....	99
1868.....	71	1875.....	99
1869.....	47	1876.....	96
1870.....	38		
1871.....	72	Aggregate number.....	802

This comprises only those applications which have been made in a formal manner, fully complying with the requirements of the institution by describing the cases minutely upon a blank designed for the purpose, which contains, also, the certificate of a physician giving a medical history of the cases; but does not include a large number which have been made by letter, no further effort being made when the fact was understood that the institution could not immediately accommodate them.

There have been admitted, from the applications filed, the following number of pupils:—

1872.....	22	1872.....	36
1876.....	21	1873.....	42
1877.....	26	1875.....	35
1868.....	11	1876.....	13
1899.....	21	1876.....	12
1870.....	12		
1871.....	30	Total number.....	250

The average age of the foregoing eight hundred and three applicants is twelve years.

The ascribed causes of idiocy in the applicants, were as follows:—

Congenital.....	124
Convulsions in early childhood.....	119
Epilepsy.....	97
Accidental.....	24
Brain fever.....	22
Lameness.....	16
Severe illness in infancy.....	10
Whooping-cough.....	10
Convulsions from teething.....	11
Scarlet fever.....	9
Hydrocephalus.....	9
Meningitis.....	9
Influence of quinine.....	6
Retention of urine.....	5
Reversal.....	6
Spinal irritation.....	3
Intestinal.....	3
Cholera.....	2
Unsoundness of parents.....	2
Bright.....	2
Typhoid fever.....	3
Cholera, diphtheria, sunstroke, mumps, rat-bite, bilious, intermittent fever, insanity, masturbation, chorea, rickets, cerebro-spinal meningitis—each one.....	11
Unknown.....	8
Total.....	303

It is very evident that two-thirds of this number were congenital idiots. The ratio of epileptics to the entire number is so small, that the superintendent confesses that he has been surprised at the result shown by these statistics. In the cases ascribed to convulsions in early childhood and from teething, the history indicated that the convulsions were of short duration—varying from one single spasm to occasional spasms for several months. Where convulsions occurred for a period of years the cases were numbered among the epileptics. Epilepsy is often associated with congenital idiocy. The result of this investigation would seem to indicate that congenital idiots are far more numerous than any other class.

Congenital idiocy furnishes the most improvable subjects for the school room, and for training in useful occupations. The majority of them, in the degree of mental deficiency, stand upon the plane just below the lower grades of ordinary intelligence.

The history of the cases revealed the fact that the applicants were the

First children in.....	22 cases
Second " ".....	110 "
Third " ".....	105 "

Fourth children in	75
Fifth " " "	40
Sixth " " "	41
Seventh " " "	16
Eighth " " "	14
Ninth " " "	9
Tenth " " "	11
Eleventh " " "	6
Twelfth " " "	2
Thirteenth " " "	1
Fourteenth " " "	1
Not stated.	9
Total.	300 cases

Of the total number of applicants, in six hundred and twenty-four cases no blood-relation existed between the parents; in one hundred and fifty-three cases, there did exist such relation; in one hundred and twenty-six cases, the facts have not been ascertained. In one hundred and forty-three cases, some infirmity of body or mind had characterized some near relative of the idiot child.

The trustees, in their tenth annual report (1874) say:

The experience and the investigations of the board of trustees of this and similar institutions, as well as of the state board of public charities of this and other states, have established the following facts:

*First*—That idiots exist in civilized communities in the ratio of at least one to every eight hundred inhabitants.

*Second*—That there is no evidence of a tendency to a decrease of idiocy in its ratio to the population, but on the contrary, statistics indicate its increase.

*Third*—That idiots without instruction must be maintained at the expense of others, for they are unable to provide for themselves.

*Fourth*—That their condition, whether in private families or in public almshouses or jails, is deplorable, and the dictates of humanity necessitate some decided change for the amelioration of that condition.

*Fifth*—That when maintained singly in private families or in small numbers in county poor-houses, provided they receive proper care, the cost *per capita* must be greater than when they are congregated in institutions and asylums.

*Sixth*—That a large percentage of the number of idiots in any state can be rendered capable of some degree of useful occupation, thus compensating in whole or in part for the cost of their maintenance, if trained and instructed at the proper age.

*Seventh*—That almost all can, by training, be made decent in their habits, and to assist in ministering to their own personal wants.

#### THE SOLDIERS' ORPHANS.

The home for the children of deceased soldiers, of which Mrs. Vir-

giving C. Orr, a soldier's widow, is the superintendent, was established by the twenty-fourth general assembly, in 1865.

Nine trustees were constituted a corporation, to receive subscriptions and donations, and to organize and carry on the institution. The object of the incorporation was declared to be, "to provide a Home, for the nurture and education, without charge, of all indigent children of soldiers who have served in the armies of the Union, during the present rebellion, and have been disabled, from disease or wounds therein, or have died or been killed in said service." No appropriation of funds was made from the state treasury.

The governor was further authorized to appoint five commissioners, not connected with the corporation, to receive bids, and decide the location: but any location was forbidden, until the sum of fifty thousand dollars should be subscribed and paid in.

Several counties made subscriptions to the "Home" under this act. Inasmuch as the sum of fifty thousand dollars, however, was not paid to the trustees, the governor did not appoint commissioners to select a site.

In 1867, by an act approved March 5th, the general assembly appropriated thirty thousand, four hundred dollars, being a fund commonly called the deserters' fund, and seventy thousand dollars in addition, for the establishment and maintenance of the institution. This act also released the counties which had made subscriptions, from the obligation to pay them.

In consideration of the following donations by citizens of McLean county, the "Home" was located at Normal, near Bloomington:—

Site, valued at.....	\$12,000
Other lands, valued at.....	21,775
Cash and notes.....	4,525
City lots.....	920
Ornamental trees.....	1,000
Total.....	<u>\$40,220</u>

The values here given are merely nominal and are largely in excess of the actual value.

The language of the deeds conveying the site, and some of the other pieces of real estate belonging to the "Home," reads, "*In consideration of the permanent location of the Soldiers' Orphans' Home,*" etc. The ambiguity of this expression, (which might be interpreted to mean, either that the property conveyed reverts to the donors, whenever it ceases to be used for its present purpose; or that inasmuch as there will be no soldiers' orphans, after the lapse of a few years, and this was known when the conveyance was made, the use of the property, as long as the

necessity exists for such an institution, constitutes a "permanent location," and the title of the state is absolute), occasioned a refusal, by the legislature, in 1871, of any further appropriations, until the defect in the title, if any existed, should be cured by a quit-claim deed to the site at least, which was given by Judge David Davis, without objection, except the expression of a wish that the property might never be used for an insane asylum, an idiot school, or a reform school.

Pending the erection of the necessary buildings, a temporary home was opened in Bloomington, in August, 1867. A second temporary home, also in Bloomington, was opened in October. In February, 1868, the two existing homes proving to be of insufficient capacity, a third was opened in Springfield.

The principal building, at Normal, was completed and occupied on the first day of June, 1869. The original estimate of its cost, made by master-builders, was sixty-eight thousand dollars. Its actual cost was not far from one hundred and thirty-five thousand dollars. Its plan was very defective and was the subject of much criticism and complaint on the part of the superintendent and other officers. A portion of the defects complained of have been since remedied, by alterations and by the construction of additional buildings.

On the first of June, 1869, Mrs. Ohr, the former superintendent of the temporary home at Springfield, who had now been elected to the superintendency of the entire institution, moved in, with the children from Springfield, and took possession. On the fifteenth of the same month, she received the children of the "Prairie City Home," and on the sixteenth, those of the "Main Street Home," numbering, respectively, fifty-three and forty-four. On the seventeenth, the new Home was formally dedicated, "with joy and thanksgiving," the ceremonies being participated in "by the state officers, judges of the supreme court, members of the general assembly, and other prominent citizens of the state."

A grammar-school was at once organized in the Home, and the children divided into four grades, each taught by one teacher. The school closed July 24th, and reopened September 6th. On the first of December there were seventy children in each of the four grades, in rooms not designed for nor adapted to the use to which they were put, as school-rooms, and altogether too small either for health, comfort, or success in the work of instruction.

The chief of the difficulties contended with during the summer was the want of water. The only method of obtaining a supply of water was by hauling it in wagons from the town of Normal, a mile and a half distant. By "prospecting" around the farm, however, what appeared to be a running stream underground was discovered, a well

sunk, a wind-mill erected, and pipes laid to a tank in the attic, which for a time obviated the evil. It furnished, during the summer of 1870, not less than two hundred barrels a day, and was declared by the trustees to furnish "an inexhaustible supply." In 1871, this inexhaustible well failed, and the institution was then compelled to go to the stock-yard well of the Chicago and Alton Railroad, which still continues to afford all the water that is needed.

In November, 1869, serious charges of cruel, inhuman treatment of the children and general bad management of the affairs of the Home, appeared in the Chicago Times and Springfield Register, which seemed to demand attention. By direction of the governor, the board of trustees investigated the charges referred to and pronounced them groundless. A counter report was filed with the governor by Mr. Jesse A. Willson, one of the trustees.

During the winter of 1869-70, the heating apparatus proved a failure. The trustees say: "It became necessary to remove the furnaces intended for warming the building, and to substitute stoves for temporary use. The furnaces wholly failed to fulfil their object; and we state the fact without reflection upon former trustees, who introduced the heating apparatus. It promised well at the beginning, but at no time during the winter season did it answer even a tolerably good purpose; its flues burned out rapidly in such a manner as not only to defile the whole building with coal smoke, but to endanger its destruction. To provide against fire, it became necessary to employ a watchman, day and night, and yet with all this care, initial fires occurred two or three times, which came near resulting in the destruction of the building, and a greater calamity to the inmates."

The filthy appearance of the building, after an entire winter of coal-smoke, necessitated a thorough overhauling of the premises, the following summer. The walls were calcimined, the halls and rooms on the second floor papered, and many outside improvements made, such as laying out roads and walks, planting trees, constructing fences, building a barn, a carpenter-shop, coal-house, stock-pens, etc. The trees then planted nearly all afterward died. At the close of the year 1870, the trustees reported a deficiency of twenty-one thousand, two hundred and forty-four dollars and eighty-one cents. They asked the general assembly for appropriations to meet this deficiency and also to improve the organization of the Home, by the erection of school-buildings, a kitchen, laundry and boiler-house, and by the introduction of the system of heating by steam. These requests were cheerfully granted. The deficiency reported was attributed to the necessity for making the improvements above mentioned and to the existence of a previous unreported deficiency, in 1868. The trustees say: "the deficiency for which we now ask an appropriation, occurred principally



before the last appropriations for the Home, but was not included in the estimates." In fact, the deficiency, at the close of the year 1868, was only two thousand, two hundred and fifty dollars.

In the act appropriating twenty-one thousand, two hundred and forty-four dollars and eighty-one cents, to pay the deficiency of 1870, it was provided that the amounts due shall be paid directly from the treasury to the parties to whom they were due, and that no indebtedness should be paid from this fund except that accruing before March 1st, 1871.

From the semi-annual report of Dr. John Sweeney, the new treasurer, made to the governor, June 1st, 1871, it appears that out of the current expense appropriation, he had paid, before the passage of the act just recited, on the indebtedness accruing prior to December 1st, 1870, six thousand, eight hundred and seventy-five dollars and eighty-three cents. During the progress of this payment, he discovered that the indebtedness of the institution was largely in excess of twenty-one thousand, two hundred and forty-four dollars and eighty one cents, the amount reported by the trustees. With the consent of the trustees, he brought all the books and papers of the institution and placed them in the hands of the secretary of the board of public charities, the Rev. Fred. H. Wines, for examination and report. The treasurer had discovered that there were, on the first of December, 1870, orders on the treasurer outstanding, in the hands of creditors of the institution, to the amount of fifty-three thousand, three hundred and eighty-two dollars and ninety-six cents, on which a few partial payments only had been made. On the ninth of June, 1871, Mr. Wines submitted a report to the governor, setting forth the loose manner in which the finances of the Home had been administered, and that the indebtedness (deficiency) on the first of March, 1871, was, on all accounts, sixty-three thousand, seven hundred and twenty-nine dollars and ninety-one cents. The governor laid this report before the general assembly, and on the sixteenth of June, he approved an act providing for the appointment of a joint committee of investigation, consisting of two senators and three representatives, with power to send for persons and papers, administer an oath, and audit and report upon all outstanding claims.

The members appointed on the investigating committee were Messrs. Reddick and Flagg, of the senate, and Shaw, Voeke, and Cloud, of the house. They met July 6th and organized by electing the Hon. James Shaw their chairman, met again July 25th, and continued in session at Springfield, Bloomington and Normal, until August 4th; and on the twenty-fourth of August, met for the last time at Springfield, to consider and agree upon their report, which was filed with the governor on the day following.

As to the indebtedness, the committee submitted with their report

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a schedule showing the amount unpaid, on account of outstanding orders and bills, prior to March 1st, to be sixty-two thousand, one hundred and one dollars and thirty one cents; interest to January 1st, 1872, eight thousand, four hundred and twenty-two dollars and one cent; total, seventy thousand, five hundred and twenty-three dollars and thirty-two cents. Deducting the twenty-one thousand, two hundred and forty-four dollars and eighty-one cents previously appropriated, which had not been drawn, on account of its being inadequate, the balance to be provided for was nearly fifty thousand dollars.

Concerning the general management of the Home, they reported the present condition of the institution satisfactory and worthy of commendation, but the mistakes of the past had been serious. Two individuals were singled out for especial censure: the one, Col. John M. Snyder, a trustee, and formerly financial manager of the temporary house at Springfield, whom they found a defaulter in the sum of about three thousand dollars; the other, John S. Clark, the former steward, whom they believed to have been dishonest, and who had been dismissed from his stewardship in April, 1871, for taking improper liberties with some of the little girls in the institution.

The result of this report was the immediate resignation of Col. Snyder and the appointment of Dr. Sweeney as his successor. No fault has been found with the financial management, from that day to this, nor has there ever again been any deficiency at the close of the year. The total appropriations by the general assembly, to place the institution again upon its feet, and wipe out its indebtedness, amounted to eighty-two thousand dollars.

The general assembly, in 1871, provided for the better organization of the institution, by appropriating fifteen thousand dollars for "school building and dormitories; twelve thousand dollars for steam-heating apparatus, with boiler and all attachments complete; and six thousand dollars for kitchen, laundry, bakery and boiler house." These buildings, with the exception of the dormitories, were erected for the sums appropriated; the dormitories were not built, but the entire appropriation was expended upon the school building. Together they constituted a very great addition to the comfort and efficiency of the Home.

In March 1873, an epidemic of cerebro-spinal meningitis occurred in the Home. Of about sixty cases, only two died.

On the fifth of August, 1873, twelve girls who had passed the age of sixteen, the extreme limit prescribed in the law, were discharged, but allowed to remain in the Home as servants, and to attend the Normal University—their services out of school hours being accepted as an equivalent for their board.

In 1874, the legislature appropriated a little more than ten thousand dollars for the purchase of additional furniture.

The number of children received into the Home, from the inception of the enterprise, has been a few less than one thousand, of whom there were remaining, on the thirtieth of September, 1876, two hundred and fifty-two. The number of new admissions, during the past two years, is one hundred and nine. For these orphans a great work has been done. In spite of all errors in the management, whatever they may have been, and notwithstanding a certain percentage of failure incident to all human undertakings, the state, as well as the immediate recipients of its favor, has reason to be proud and grateful in view of the results accomplished.

This Home originated in a most patriotic impulse, on the part of the people, to fulfil the pledge made to the gallant soldiers who imperiled their lives on the field of battle, during the dark days of the civil war, that if they fell in the fight, their widows and children should be cared for, after their death. The state went even farther than this; it opened the doors of the Home not only to the orphan children of deceased soldiers but to the children of living men who were disabled from disease or wounds contracted in the armies of the Union. The benefits of the Home were limited, in their application, to children under fourteen years of age, except in special cases, but in no case were the trustees authorized to retain a child beyond the age of sixteen. The war closed in 1865. By the year 1876, it is evident, there would be naturally few children remaining in the institution, of the class for whom it was originally designed. But the general assembly, in 1875, changed the law regulating admissions so as to admit all indigent children below the age of fourteen years, "whose fathers served in the armies of the Union during the late rebellion, and have died or been disabled by reason of wounds or disease received therein, *or have since died.*" Of the children now in the Home, probably not more than eighty, or about one-third of the entire number, were living at the time when the war closed. Their average age does not exceed ten years; and more than one hundred of the present inmates are under that age, of whom many are not more than five or six years old. It appears from this statement, that the Home is undergoing a gradual transformation of character; that it has entirely lost its original character as a "home for the orphan children of deceased soldiers," and its peculiar relation to soldiers' children tends soon to be obliterated; when, if continued, it will become, without interference on the part of the legislature to prevent such an issue, a general home for neglected and abandoned children—the waifs and strays of society, the little ones whose fate is the sport of fortune, for whose souls no man seems to care.

But whatever may be the future of this institution, its existence is a tribute to the patriotism of the age in which it had its birth, and an encouragement to deeds of valor, while time shall last; for it holds out to the soldier the hope, founded on experience, that the men for whom he lays down his life, will not abandon his family to destruction. Thus it has been and will be at once a monument and a beacon.

#### JUVENILE OFFENDERS.

In the year 1855, the city of Chicago opened, in the old poor-house buildings of Cook county, about six miles south of the court-house square, a reform school, with seven inmates, under the charge of Rev. D. B. Nichols as superintendent. Originally, boys were tried by courts for minor offences, and committed as criminals, under sentence of one year each; but it was soon found that such a short term of sentence led a boy to look forward to his release, instead of co-operating in his reformation, and that habits of character which had been forming for years could not be rooted up in a single day. From time to time the operations of the school were changed by legislation, until finally boys were sent before one of the judges of the superior court for examination as to whether they could be benefited by being placed under the care of a reformatory; and if so, they were, without any charge of crime, taken from places where they lack proper parental care, and sent to the reform school during minority, or until they should be deemed worthy to go out into the world again and do for themselves. The institution was constructed upon the family plan, each family consisting of from thirty to forty boys. At the commencement of the year the buildings were all destroyed by fire, when the school, numbering sixty boys, occupied for a short season the old packing-house owned by Charles Cleaver, situated near the school grounds. In December, 1856, they removed to a new wooden building provided for them on their own grounds, since which time additions and improvements have been made each year, until at last nine buildings were in use, mostly constructed of brick. In the year 1859, Mr. Nichols resigning, George W. Perkins was appointed superintendent, and has since been in charge of the institution. No organized system of labor had been pursued until the year 1860, when Mr. Perkins, believing that without some regular habits of industry, all other teachings must fail, began to introduce different branches of mechanical art.

About the year 1865 or 1866, the state teachers' association began to move for the establishment of a state reform school. Their efforts, in 1867, were crowned with success, by the passage of an act for the reformation of juvenile offenders and vagrants. The act provided, among other things, that the number of trustees should be seven; that they should select a site at some suitable place

in or near the central portion of the state; that they should take into consideration all bids for the location; that the site selected should in no case cost the state more than five thousand dollars; that no plans for building should be adopted at an estimated cost of more than fifty thousand dollars; and that any donations made to the school should reduce the amount of the appropriation made, to the extent of said donations of land or money. The last provision cited was repealed in 1869.

No appointment of trustees under this act was made until the latter part of February, 1869.

In the biennial report of the Hon. Newton Bateman, state superintendent of public instruction, presented to the governor, in December, 1868, the objections urged against some of the features of the law of 1867, by the friends of the proposed institution, are summed up in eight suggestions, as follows.

To epitomize the objections to the act authorizing the reform school, as offered by the friends of education and reform, it is respectfully suggested:

1st. That no boy over sixteen years of age should be committed to the reform school. (Section 1.)

2d. Children and youth should not be committed, for detention or punishment, to the county jail. (Section 16).

3d. Parents or guardians should be permitted to commit their children to the reformatory by the authority of the circuit judge, subject to the discretionary detention of the board of trustees.

4th. That the judges of the circuit courts be authorized to hear and try summarily, in vacation, such juvenile offenders as would be suitable subjects for the reform school.

5th. That no record be made of the crime for which a child is arrested, and that the judgment of the court be, that it is a suitable subject for the guardianship of the trustees of the reform school. (Section 16).

6th. That when a child is to be sent to the reform school, he shall be detained until his reformation is deemed complete, or until he is eighteen years of age. (Section 17).

7th. That the term "convict" should not be used to apply to any child in the reform school.

8th. That convicts from the present penitentiary may be removed to the new penitentiary when complete, but not to the reform school.

No modification of the law, however, in any of these particulars, was made by the legislature of 1869. An act was passed, at that session, curing a defect in the former statute, which, singularly enough,

had authorized the trustees to receive bids for location, but had omitted to authorize municipalities to make proposals to them.

On the 23d of March, 1869, the trustees organized by the election of the Hon. Samuel W. Moulton president, and Mr. William J. Yost secretary, of the board. They at once advertised for proposals for a site, and on the 29th June opened all bids received. It appeared that offers had been made by the counties of Sangamon and Livingston and the cities of Peoria and Bloomington. After a personal and official examination of the sites offered, except Peoria, the board decided to place the institution at Pontiac. This decision was made July 8th, 1869, and the following was the donation which led to it:—

Livingston county bonds.....	\$50,000
Bonds of the town of Pontiac.....	25,000
Chicago and Alton R. R. freights.....	5,000
Lands (given by Jesse W. Fell).....	10,000
Total.....	<u>\$90,000</u>

Mr. Valentine Jobst, architect, of Peoria, was employed to prepare the necessary plans for building, and in September, the contract for the stone-work was awarded to the Illinois penitentiary, for eleven thousand and eight hundred dollars, and for the remainder of the work to the Bloomington Manufacturing Company, for sixty thousand, five hundred dollars.

The land given by Mr. Fell was a tract of sixty-four acres, adjoining Pontiac on the south, and east of the Chicago and Alton railroad. The board purchased one hundred and forty-six acres in addition, for which they paid twenty-two thousand, two hundred and fifty dollars, or one hundred and fifty dollars per acre. It was paid for out of the donation.

From the report of Mr. Jonathan Duff, treasurer of the reform school, made December 1st, 1870, it appears that the bonds of Livingston county and of the town of Pontiac, were issued, according to agreement, and he charges himself with seventy-five thousand dollars, on their account; but he also accredits himself with a cash balance on hand, of fifty-three thousand, six hundred and sixty-nine dollars and three cents. By Mr. Duff's failure, with the funds of the institution in his hand, this balance was almost wholly lost to the state. Nothing was realized by a suit brought against his bondsmen; and the bonds of Livingston county, which have passed into the hands of other parties, were, as will presently appear, subsequently declared by the supreme court of the state, to have been illegal and therefore void. About three thousand dollars have been collected from the assignees of Mr. Duff, of which two thousand, six hundred dollars has been paid into the state treasury.

In June, 1870, the contract for heating was let to Kinsey and

Mahler, of Peoria, for nine thousand dollars; in September, the board let the contract for the rear building to Mr. John H. Bryant, of Bloomington, for nineteen thousand, five hundred dollars. The failure of Mr. Duff necessitated an application, in 1871, for a deficiency appropriation of thirty thousand, three hundred and twenty-four dollars and thirty-two cents, and a second, in 1872, of twenty-one thousand, nine hundred and seventy dollars and twelve cents, which, with an appropriation of two thousand, five hundred and sixty-two dollars and seventy-three cents for interest, made the total deficiency fifty-four thousand, eight hundred and fifty-seven dollars and seventeen cents, a sum slightly in excess of the supposed balance in the treasurer's hands.

During the year 1870, an event occurred which affected this institution, though not directly. On the 9th of September, a mittimus was issued by the clerk of the supreme court of Cook county, by the order of Judge William A. Porter, committing to the Chicago Reform School one Daniel O'Connell, "whose moral welfare and the good of society" required "that he should be sent to said school for instruction, employment, and reformation." Michael O'Connell, the father of the boy, applied to the supreme court of the state for a writ of habeas corpus. The decision of the court, which may be found in Freeman's Ill. Reports, LV., 280, was, in brief, that the acts of the general assembly of this state, which purport to authorize the commitment to a reform school of juvenile offenders, "who are destitute of proper parental care, or growing up in mendicancy, ignorance, idleness or vice," but who may have committed no crime, to be there "kept, disciplined, instructed, employed and governed," until they shall be reformed and discharged, or shall have arrived at the age of twenty-one years, are contrary to the bill of rights and therefore void. In the opinion, which was delivered by Mr. Justice Thornton, the court asks, "What is proper parental care?" It declares that "ignorance, idleness and vice are relative terms." "The parent has the right to the care, custody and assistance of his child. \* \* But even the power of the parent must be exercised with moderation. \* \* If a father confined or imprisoned his child for one year, the majesty of the law would frown upon the unnatural act. \* \* Can the state, as *parens patriæ*, exceed the power of the natural parent, except in punishing crime? \* \* There are other rights besides the rights of the father. The welfare and rights of the child are also to be considered. \* \* Even criminals cannot be convicted and imprisoned without due process of law." These quotations sufficiently indicate the scope of the decision. It was ordered that Daniel O'Connell be discharged from custody.

Without disrespect to the supreme court, the decision in this case

is somewhat extraordinary, not because the doctrine maintained is novel in itself, but because this very plea has been again and again overruled by the supreme courts of other and older states. There is scarcely a state in the Union, in which there are not one or more reform schools: there is not a reform school which is not based upon the contrary doctrine, that juvenile offenders should be dealt with for their reformation, not for punishment; that the responsibility for crime in a minor rests largely on his natural parent; that where parents fail to do their duty, the state as *parens patriae* is bound to fulfil the obligations of a parent; that it does this by establishing between the neglected child and the officers of the school a relation analogous to that of a guardian and his ward; that the establishment and maintenance of this relation is, on the part of the state, an act not of vengeance but of tender pity; and that it is further justified, if need be, by those considerations of public policy which spring from the right of every organized community to protect itself, especially from the inroads of crime—and how can crime be most surely reduced to a minimum, if not by its prevention, through the reformation of juvenile offenders? The supreme court of Pennsylvania held, in a similar case, that “the house of refuge is not a prison, but a school, where reformation, and not punishment, is the end,” and that “the right of parental control is a natural, but not an inalienable one. \* \* We know of no natural right to exemption from restraints which conduce to an infant’s welfare.” In the words of the Hon. J. R. Ingersoll, “The error on which the objection (that punishment is inflicted without the ordinary preliminaries of trial and conviction) is founded is twofold. First, in supposing that the mere commission of crime is the reason for admission into the house; and secondly, in imputing to the consequences of that admission the character and name of punishment. \* \* Instead of being subjected to, the inmates are saved from punishment.” The supreme bench of Baltimore city declared that “in contemplation of law, the state of minority is a state of custody, and when questions affecting the condition of minors arise upon *habeas corpus*, the inquiry is not, shall the minor be set at liberty, but to whose custody shall he be committed?”

The decision of the case of Daniel O’Connell, by our highest judicial tribunal, has placed the reform school of this state alone among institutions of its class, in the United States, and made it, in its relations to the law, not what its originators desired and intended, but, to quote again the language of the supreme court, in another case, “an infant penitentiary,” “a penitentiary on a small scale,” “a necessary evil, the neighborhood of which decent people desire to avoid.” Such expressions from such a source, have greatly injured the *morale* and



utility of the institution, and tend to cast an irremediable blight upon its inmates.

In September, 1870, Mr. George W. Perkins, the former superintendent of the Chicago reform school, and subsequently the warden of the Illinois state penitentiary, was elected superintendent of the new institution. The school opened June 1st, 1871. Mr. Perkins soon after resigned his position, and was succeeded by Dr. J. D. Scouller, a native of Scotland, who had been formerly employed as physician and assistant superintendent, in the St. Louis reform school.

At the close of the year 1872, application was made to the general assembly, for funds with which to erect four family buildings, in addition to the main building, the number of pupils at that date being one hundred and sixty-five, and rapidly increasing. The application was denied; but the legislature, in 1873, revised the law relating to the school. The most important omissions and alterations were such as to bring the statute into harmony with the opinion of the supreme court above cited. The right to sentence during minority, was taken from the courts, also the right to commit for want of proper parental care, mendicancy, ignorance, idleness or vice: the right of guardianship, including the right to bind out the inmates and to discharge them on ticket-of-leave, formerly given to the trustees, was revoked. The word guardian is retained, but in the sense of custodian. Instead of this, it is provided that whenever any boy between the ages of ten and sixteen years is convicted of any crime, which, if committed by an adult, would be punishable by imprisonment in the county jail or penitentiary, such juvenile offender shall be committed to the state reform school, for a term not less than one year nor more than five years. (Discretionary power is given to the courts to pronounce jail-sentences, in case of minor offences). The trustees are required to detain all juvenile offenders committed to them, until the expiration of their respective sentences, less whatever "time" they may earn by good behaviour.

At the adjourned session, in 1874, the trustees were authorized to "lease the labor" of the inmates, but only for six hours a day. It has been difficult to carry out this law, for the reason that six hours is so short a time as to render the contract unprofitable to the contractor, while a longer period would be excessive and injurious to the boys, who are, many of them, of tender age. Before the passage of the act, the board had made a contract, on or about April 1st, 1873, with Everett and Clement, of Chicago, for the labor of fifty boys, who were to be employed seven hours a day, in making shoes. In January, 1874, a similar contract was made with Clark and Hill, also of Chicago, for the labor of fifty boys, in making brushes. Both of these contracts have been dissolved, and a considerable amount is due the school from Messrs. Everett and Clement, which is still in litigation and unpaid.

Since the dissolution of the contracts, the boys, or a part of them, have been cane-seating chairs for the Bloomington Manufacturing Company, under the direction of the officers of the school.

Allusion has been made above to the issue, June 15th, 1869, of fifty thousand dollars in bonds by Livingston county, under authority of the act of 1869. After the issue and sale of these bonds, the board of county supervisors by whom they were authorized, levied, collected and paid the interest upon them for one year. Their successors, elected the following year, filed a bill in chancery in the Livingston Circuit Court, asking for an injunction upon the county treasurer, forbidding him to pay out any moneys upon the bonds. It was alleged in the bill, that they had been fraudulently and illegally issued. The circuit court dissolved the injunction and dismissed the bill. The supervisors thereupon appealed the case to the supreme court. The supreme court reversed the decree of the court below and remanded the cause, with directions to grant the prayer of complainant's bill.

The points of law on which the supreme court rendered its decision, may be briefly stated as follows :

1st. The tax paid by every person and corporation must be "in proportion to the value of his or her property." But the taxable inhabitants of Livingston county are required to pay a tax for the use of the state, out of proportion to the value of their property.

2nd. Counties may, however, assess and collect taxes "for corporate purposes." What is a corporate purpose? Only such as are germane to the objects of the welfare of the municipality, at least such as have a legitimate connexion with these objects, and a manifest relation thereto. It is not a corporate purpose to provide a location for a state institution.

3d. It was the duty of the general assembly to determine, for the whole people of the state, the necessity of a state reform school; and the enterprise, if necessary, should be prompted by the resources of the state. On this head, the court makes some just and admirable remarks on the degrading position assumed by a state boasting of its sovereignty, its wealth and its unbounded resources, in offering to receive donations, as if it were a pauper. Such legislation has not reflected honor on the state, nor should it.

4th. But it is said the county has paid one year's taxes on these bonds, and this gives them vitality. The reply to this is, that the people, at the first opportunity afforded them, repudiated the action of their representatives.

5th. But the bonds are in the hands of innocent holders. No, when the action which gave them birth was illegal, and contrary to the constitution, there can be no innocent holders.

This opinion was delivered on the 18th of June, 1874. In the case of *Burr vs. the City of Carbondale*, the strong statement that "it is not a corporate purpose to provide a location for a state institution" is qualified by the additional remark that this has reference to a tax imposed *in invitum*, compulsorily ; and the former action respecting the reform school bonds is further explained. A distinction is drawn between the Livingston county bonds and the Carbondale bonds, in two particulars, namely, first, that a university is a benefit to the locality which possesses it, while a prison is not ; and second, that the Carbondale bonds were authorized by a vote of the people, which was not the case in the issue of the Livingston county bonds. The inequality of the act authorizing subscriptions in aid of the reform school is apparent in that the voters of townships, towns and cities were given a voice in the decision of the question of a special tax for this purpose, but the authorities of counties were authorized to impose such tax without reference to the voters. It was this legislation which was attacked and its validity denied. Upon this fact and upon the other fact that the location of a school for vagrants promoted no corporate interests of the county, lay the stress of the argument and reasoning of the court in the Livingston county case. In the Carbondale case, on the other hand, the issue of the bonds of the city in aid of the establishment of an institution of learning, giving character and notoriety to the place of its location, and in a greater or less degree enhancing the value of property there, was declared to be taxation for a legitimate corporate purpose, germane to the welfare and best interests of the municipality imposing the tax ; while no exception could be taken to the manner of its imposition, which was authorized by a direct, popular vote. The court repeats its criticism upon the mode adopted by the legislature to locate the university, which does not comport with the dignity of the state, but declares that it has never said or entertained the opinion that such legislation, however improper, is unconstitutional.

The latter opinion, it may be remarked in passing, had, as will be apparent to all who are familiar with the educational history of Illinois, a direct bearing upon the question of the validity of the bonds of Champaign county, in aid of the Industrial University.

In 1874, the general assembly made an appropriation of ten thousand dollars for the erection of work-shops, fence, etc., and five thousand dollars for enlarging the wash-room, laundry and apparatus for heating. The improvements were made for the sum appropriated. The contract for building was let to Valentine Jobst, of Chicago. The workshop erected is of brick, one hundred and twenty-four feet in length, by forty-eight feet in width, and three stories high ; the laundry, two stories high, and forty feet long by eighteen in width.

The farm belonging to this institution is underlaid by quicksand. The well from which the engine is supplied with water is only six feet deep, while the supply is inexhaustible and never-failing. The presence of this quicksand has rendered a large expenditure necessary for drainage. The amount appropriated for this purpose and for the purchase of stock, in 1874, was three thousand dollars; and in 1875, five thousand dollars. With the former appropriation a ditch seven feet deep was dug, running north, west and north, along the west side of the farm and thence to connect with the ditch of the Chicago and Alton Railroad. With the latter, a more substantial improvement was made—a sewer, extending thirty-five hundred feet to the river; and twenty thousand feet of underdrainage, by tile, of the farm and premises. The farm is believed to have appreciated fully fifteen per cent. in value, in consequence.

The legislature, in 1875, also appropriated money for a barn, which has been built.

#### EYE AND EAR INFIRMARY.

The association for founding and maintaining the Chicago Charitable Eye and Ear Infirmary was organized in May, 1858. At that time Chicago, although a city of about eighty thousand inhabitants, had no public hospital. The "Mercy Hospital," under the care of the "Sisters of Mercy," then so small, now possessing a magnificent structure, was perhaps the only one in the county, except the U. S. Marine Hospital for sea-faring men. It was far inadequate, however, to the wants of the sick poor, even at that time.

There was scarcely a physician in the city, who had taken sufficient interest in ophthalmology to examine the brilliant discoveries in this department of medicine, which had been made during the previous few years. Ophthalmology was almost entirely ignored in the only medical college in Chicago. There was, therefore, an unoccupied field for some one who would labor to found an eye infirmary for the gratuitous treatment of the poor afflicted with diseases of the eye, and also to offer opportunities to students of medicine, for the clinical study of diseases of the eye and their treatment.

In May, 1858, four medical gentlemen met several wealthy and benevolent citizens of Chicago, who together organized a board of twelve trustees, with two consulting and two attending surgeons, under a constitution and by-laws. The general financial depression of the country, and the excitement during the earlier period of the late war, rendered it very difficult to obtain funds for the purchase of real estate and the erection of a suitable building. Hence it was deemed expedient to conduct the institution at first as a dispensary. Consequently, a single room, at the northeast corner of Michigan and North Clark sts. was opened for the treatment of the poor. During the first year, near-

ly one hundred and fifteen patients were under treatment. At the end of nearly four years, the dispensary was removed to a room, No. 28 North Clark street, where it remained till July, 1864. W. L. Newberry, president of the association, donated for a term of ten years, the lease of a lot of land, Nos. 16 and 18, East Pearson street, upon which was placed a large two-story wooden building, purchased for two thousand dollars, and removed from a neighboring block.

The first patient requiring board in the institution applied before a single room had been cleaned and furnished. For two nights he slept on a blanket, on the floor. The rooms were furnished, as the gradually increasing number of patients required.

In a few months the number of applicants, especially of soldiers with diseases of the eye, supported at the infirmary by the Northwestern Sanitary Commission, and by the governors of Illinois, Wisconsin and Minnesota, rendered greater accommodations absolutely necessary. The building was therefore raised, a brick basement constructed under it, and the attic divided and finished into three large sleeping rooms. In the fall of 1869, additional accommodations became necessary, and were obtained by the construction of a large building in the rear of the lot. The funds required for the original purchase of the building, and for the various improvements above mentioned, were advanced by members of the board of trustees and surgeons, till subscriptions could be raised to repay the amount. This sum, at one period, was six thousand dollars.

Since the fall of 1864, the infirmary has always been open for medical students and practitioners who desire to pursue the clinical study of diseases of the eye. The fees for the courses have been devoted to the support of the infirmary.

It would be difficult to estimate the good which has thus been accomplished in training students in the diagnosis and treatment of diseases of the eye. Numbers of such students have located in various portions of the state, and acquired reputation in the communities where they practise, for skill in the treatment of diseases of the eye.

In 1865, the legislature granted the infirmary a special charter, and in 1867, appropriated the sum of five thousand dollars a year, for two years, for the support of such poor patients in the state as desired treatment at the infirmary. This appropriation was renewed in 1869. Poor patients from other states could receive gratuitous treatment, on paying the cost of their board.

By the new constitution of 1870, appropriations in aid of institutions not owned and controlled by the state were made illegal. The legislature, therefore, in 1871, unwilling to relinquish its fostering care of the infirmary, received it into the circle of state institutions,

by a special act. The governor was authorized to receive, in accordance with a form of conveyance approved by him, all the property, records and accounts of the Chicago charitable eye and ear infirmary. The board of trustees were required, in case of their acceptance of the act, to enter on their records a minute to that effect, transferring all the property of the infirmary to the state of Illinois, a certified copy of which minute, approved by the governor and filed with the auditor of public accounts, is declared to be and constitute a transfer of the said property. Thereupon the name of the institution was changed by the substitution of the word Illinois for Chicago. It is further provided, that whenever the general assembly shall cease to make an appropriation of five thousand dollars per annum for the support and use of the institution, the property conveyed to the state shall revert to the trustees or their successors. The endowment fund of the institution, under this act, could be used for the purchase of a site for a building.

On the 9th of October, 1871, occurred the great fire of Chicago, which swept away the old infirmary on Pearson street. There were twelve inmates, totally blind, in the house at the time. Fortunately, no injury was sustained by any of them. It became necessary to make provision for them; and the assembly, at its adjourned session, in 1872, appropriated funds for the rent of a suitable building for two years, and also for the purchase of new furniture, which was all that the trustees requested.

In the year 1873, the legislature, after continuing the appropriation for rent for another year, made a further appropriation of twenty-eight thousand dollars in aid of the erection of a permanent structure for the use of the infirmary, and an additional appropriation for furniture. The institution then had a fund of fifty-three thousand dollars of its own, derived from insurance on the old building, and from gifts, the chief of which was a donation of twenty thousand dollars from the Chicago relief and aid society.

An eligible site, at the corner of Peoria and Adams street, had been purchased, in 1872, for eighteen thousand dollars. The estimated cost of the new building was forty-eight thousand, five hundred dollars; it was actually erected for forty-two thousand, eight hundred and forty-three dollars and fifty-nine cents, and was completed and occupied in the summer of 1874. It is of brick, with stone trimmings, four stories in height, besides the basement, is one hundred and five feet in length by forty-seven in width, well heated, well ventilated, well planned and well built in every respect, and will comfortably accommodate one hundred patients. A brick barn was added in 1875.

The good accomplished by this infirmary in the past twenty-eight years, is incalculable. From its establishment until the thirtieth of

September, 1875, thirteen thousand, three hundred and ninety-eight patients have been gratuitously treated by its physicians, (who serve without charge), in the house and in the dispensary. Objections have been repeatedly made to the continuance of state appropriations for its support, on the ground that all other diseased persons are equally entitled to public relief; but the answer which has always overcome this objection, is that the eye and ear require surgical treatment, which general practitioners, especially in the country, cannot ordinarily give, and that the salvation of the eye of a poor person, through skillful treatment, by saving him from blindness, saves him at the same time from pauperism, thus relieving the community of a prospective and permanent burden.

#### THE BOARD OF PUBLIC CHARITIES.

Reference has already been made to the creation, in 1869, of the "Board of State Commissioners of Public Charities." The first board of this description in the United States was the Massachusetts "Board of State Charities," established in 1863. The example of Massachusetts has been followed by nearly all the larger states of the Union, in which the number of state charitable and other public institutions and the amount of appropriations necessary to their support are large and tend to increase, from year to year. These boards have originated in the same or similar feeling of the need for a better organization, a more rigid surveillance, and a more thorough and careful economy in the expenditures of the charitable establishments of the United States.

The Illinois board is chronologically the fourth in the country. It originated in the investigation of the affairs of the state institutions made by a joint committee of the house and senate, appointed in 1867, of which General Allen C. Fuller was chairman. Its creation was recommended by Governor Oglesby, in his message, January 4th, 1869, in the following words:

"It has been earnestly represented to me, in view of the separate organization of our various charitable institutions under separate boards of management; the large number of inmates attending each, and the constant demand for more room and accommodations for the large numbers necessarily excluded at present from the benefits of each; together with the important question of the means to be raised by taxation for the support and enlargement of the present, or the construction of additional asylums; and to consider new questions arising out of experience as to the best modes of treatment and improvement of the various classes of patients and inmates in our several benevolent institutions, that the present system ought to be thoroughly and carefully reviewed and revised, and the whole subject, in its various bearings, placed in the hands of a board, to be created, with full powers to investigate and report upon all these questions, to be styled, 'The Board of Public Charities.'"

In accordance with this recommendation, General Fuller introduced into the senate, of which he was a member, an act to provide for the appointment of a Board of Commissioners of Public Charities, and defining their duties and powers, which was approved by Governor Palmer, April 9th, 1869.

This act fixes the number of commissioners at five, one of whom is to go out each year, and who serve without compensation. They are empowered to look into and examine the condition of all the charitable and correctional institutions in the state, (excepting prisons receiving state aid), financially and otherwise ; to inquire and examine into their methods of instruction, and the government and management of their inmates, the official conduct of trustees, directors and other officers and employees of the same ; the condition of the buildings, grounds and other property connected therewith, and into all other matters pertaining to their usefulness and good management. For these purposes they are given free access to the grounds, buildings and all books and papers relating to the institutions ; and all persons now or hereafter connected with them are directed to give such information and afford such facilities for inspection as the commissioners may require. It is made their duty to visit, singly or in a body, all the institutions subject to their supervision, at least twice in each year, and as much oftener as they may deem necessary, and ascertain whether the moneys appropriated for their aid are or have been economically and judiciously expended ; whether the objects of the several institutions are accomplished ; whether the laws in relation to them are fully complied with ; whether all parts of the state are equally benefited by said institutions ; and report in writing to the governor, by the fifteenth of December, annually, the result of their investigations, together with such other information and recommendations as they may deem proper. They are especially charged with the obligation, whenever any of the charitable or correctional institutions shall require state aid, to inquire into the ground of such want, the purposes for which it is proposed to use the appropriations requested, the amount needed to accomplish the desired object, and into all other matters therewith connected ; and to report the result of such other inquiries, together with their own opinions and conclusions relating to the whole subject. They are to make any special investigation into alleged abuses in any of said institutions, whenever the governor shall direct, and report the result of the same to the governor.

The same powers of visitation and inspection, including the right to administer an oath, which they possess respecting the state institutions, are also granted to the commissioners with reference to the city and county alms or poor-houses, or other places where the insane may be confined ; and it is their duty, under the law, to make an annual visitation and inspection of all such places and to report the result to the legislature, in writing. The commissioners, or some, or any one of them, are also obliged to attend upon the session of the legislature whenever any committee of either house shall require their attendance.



The original members of the board, appointed by the governor, were William Thomas, of Morgan county; Selden M. Church, of Winnebago; Elmer Baldwin, of LaSalle; Dr. John N. McCord, of Fayette; and George S. Robinson, of DeKalb. In response to a call of the governor, these five commissioners met at the office of the secretary of state, on the 27th day of April, 1869, and each of them took the oath required by the law. The members then retired to the auditor's office, and effected an organization by the election of Hon. William Thomas, president, and George S. Robinson, secretary.

At the third meeting, in Normal, June 8th, 1869, the Rev. Fred. H. Wines, of Sangamon county, was elected clerk; and his salary was fixed at three thousand dollars per annum, payable quarterly, with the necessary traveling expenses. The gentleman selected as clerk, or secretary, was at the time of his appointment pastor of one of the principal churches in the city of Springfield, the state capital. The appointment was tendered him without solicitation upon his part or that of his friends in his behalf. It was made, because of his supposed qualifications for the position, and he did not even know that there was such a position until its acceptance was urged upon him. The salary offered him was the same as that which he was receiving as pastor.

At the same meeting, in Chicago, June 10th, Hon. William Thomas tendered his resignation of the presidency. Action was by a unanimous vote deferred until the next meeting. At the fourth meeting, in Champaign, July 7th, he was unanimously requested to withdraw his resignation. He insisted upon its acceptance, and it was accordingly accepted. Hon. Elmer Baldwin was then chosen president, in Judge Thomas' stead. Subsequently, Judge Thomas tendered to the governor his resignation of the position of commissioner of public charities, which was accepted. Z. B. Lawson, of Macoupin county, was appointed to fill the vacancy. Mr. Lawson took the oath of office, November 14th, 1869. Mr. Baldwin resigned in 1873, in consequence of having been elected to the state senate; and Dr. J. C. Corbus, of LaSalle county, was appointed in his place. Upon Mr. Baldwin's resignation, Judge Church was elected president of the board and held that position for two years, when he in turn resigned, on account of age and infirmity, and was succeeded in the commissionership by Mr. George H. Hollister, of Winnebago county, but in the presidency by Mr. George S. Robinson. The board has retained its secretary without change from the original organization. Except the changes indicated, none have occurred, as the old members have in every instance been reappointed to fill the vacancies arising from the expiration of their respective terms of office.

It is obvious that the duties and responsibilities imposed upon the

state commissioners of public charities are very different from those of the trustees of the state institutions, upon the one hand, and from those of the legislature or of legislative committees, upon the other. They mediate between the two.

The trustees have possession of all the property and funds of the institutions under their charge; they appoint superintendents and other officers; they make rules for the government of the inmates; they control expenditures and the disbursement of moneys. The commissioners of public charities have no such powers, and exercise none of these functions. They have not even authority to issue an order to the superintendent or trustees of any state institution to desist from an unlawful act or to correct an existing abuse. This authority is lodged solely in the legislature and in the governor. The only powers granted to the commissioners or exercised by them are those of inspection, investigation and report.

It might seem, to a casual observer, that for purposes of investigation simply, no such board is necessary; that the legislature can sufficiently investigate, by means of the proper committees of the house and senate, all questions which demand investigation; that a board of charities is a useless appendage to the state government and a troublesome element in the organization of the state charities. Indeed this has proven to be the first impression of very many persons, not only in Illinois, but in every state where a similar board has been created; and the history of such boards everywhere has been marked by the same struggle against their introduction and establishment, extending over a period of several years. But experience has demonstrated their utility, and in all cases a closer and better understanding of their operation and of the necessity for them has resulted in their being sustained against all opposition, and that by the best class, both of legislators and of citizens. This is true in Illinois; it is true in every other state, except Ohio, which did for a time abolish its board of charities, and was compelled to reinstate it.

Whoever has had any extended experience in legislation, is aware that the composition of legislative committees is, to a great extent, fortuitous; depending, as it does, first of all on the action of nominating conventions, then on the chances of a popular election, on the predominance of this or that party in the legislative body, and on the personal preferences of a presiding officer, or the amount of outside pressure brought to bear upon him. A legislative committee may be peculiarly fitted, by its fortunate composition, to grapple with and master the subjects entrusted to its consideration; it may take the wisest course and accomplish the best results. But this is not uniformly the case. The ablest committee can scarcely comprehend and seize the salient, important points in the complicated affairs and man-

agement of so many great business concerns, handling such large sums of money, employing so many subordinates, caring for so many inmates, and with premises and buildings so extensive, unless those affairs are placed before them in the most clear and thorough manner. They must have the record before them; it must be trustworthy, it must be complete, and it must be intelligible.

The preparation of this record is the work of the state board. They have a view of the entire field of operations, which the trustees of single institutions have not; they are able to compare the institutions one with another, and to judge of comparative, as well as absolute results; they are free from the temptation to misstate, misrepresent or suppress facts, because, having no executive power, they have no executive responsibility, and their responsibility as witnesses of the facts is not to the institutions, but to the legislative body itself; while their intimate connexion with the legislature, and the experience gained by repeated contact with committees appointed to inquire into the subject of charitable relief and its cost, enable them to place the required information before the general assembly in such form as to render it available for purposes of legislation.

At the same time that the work thus faintly sketched in outline, is an aid in the great work of making the law, the observation and criticism of the institutions by the board operates as a check upon them to prevent mismanagement, disregard for the mandates of law, and financial extravagance or corruption.

It has seemed necessary to make this explanation of the functions and relations of the commissioners, before proceeding with the history of their transactions. The spirit with which they entered upon their work is shown in the following extract from their first report:—

To all the institutions under their care, the commissioners of public charities come in the capacity of accredited agents of the legislature and the governor. To the governor and the legislature, on the other hand, they are the representatives of these institutions, and the spokesmen of the classes for whom they are specially provided.

In a word, they have two objects to accomplish by their action, namely: to insure to the dependent and suffering a just measure of relief, and to guard the public at large from extravagant demands in the name of charity. Their function is to give simplicity, unity and increased efficiency to the system of state aid; to secure the largest results at the least relative cost; to diminish, as far as it is in the power of the government to diminish, the sum of suffering and of crime within the limits of the state. By the test of success or failure in the accomplishment of this aim, the board is willing to be judged.

The board has adopted for its own guidance the following principles, by which to regulate its official action. The board conceives that the true spirit in which to approach the various institutions subject to its inspection is that not of distrust, but of confidence, which will not be withdrawn until it is forfeited; that minor faults of administration ought not to be made the theme of injurious animadversion; that complaint, even of serious errors and of positive wrongs, should in all cases be made first to the officers in charge; that it is the duty of the board to know the entire inner life of each institution, and to communicate to the governor and to the legislature every fact which, if known, would affect or modify their official action; that such communications may be made publicly or privately, as the public interest may seem to require; that all recommendations made by the board should be based on actual knowledge of the facts; that in case of any apparent conflict of interests, the lesser interest must give way to the greater; and that success in the work entrusted to

the commissioners depends upon the careful avoidance of all encroachment upon the legislative or administrative functions of other state officials, and upon a thorough, accurate, systematic acquaintance with the dependent classes, their character, condition, wants and relations, together with the methods of dealing with them at home and abroad, and their respective results.

At the request of Governor Palmer, the Board of Public Charities, upon its organization, decided to pay attention first to the subject of insanity and idiocy. The question first to be answered related to the extent of the evil. Dr. Jarvis, of Massachusetts, had shown, in 1854, the unreliability of the ordinary census returns, and had pointed out a surer mode of arriving at correct results, through the medium of correspondence with physicians.

The enumeration made by the Illinois commissioners and the results reached have already been noticed, (see page 122). But it may be added here, that in the compendium of the ninth census, in a foot-note, (page 360), the superintendent of the census disputes the correctness of the figures originally obtained by the commissioners; but since the publication of the compendium, after a personal interview with Mr. Wines, the secretary of the board, General Walker, in writing, voluntarily withdrew the argument alluded to, and acknowledged that it was founded upon a misapprehension.

Mention has also been made on page 123 of the conference on insanity held in the state library, November 10th, 1869, and the action there taken.

In the second biennial report of the board was published an analysis of the statistics of misfortune, as they appeared in the census of 1870, and the obvious deductions from such an analysis were stated and illustrated by a reference to the figures in the census returns. The conclusions drawn were briefly as follows:—

The aggregate number of unfortunates enumerated falls short, in every instance, of the actual number; but this fact does not prevent us from discovering the laws which govern the distribution of misfortune, because those laws reveal themselves in any sufficiently extensive enumeration of individuals. The order of numerical prevalence for the whole country, is insanity first; then idiocy, blindness and deafness—insanity being the most prevalent and the condition of deafness and dumbness the least prevalent, so far as the census figures show. There is, however, a source of error in the enumeration, arising from the fact that congenital idiocy and congenital deafness are not readily recognized during the years of infancy and extreme youth. If it can be supposed that a sufficient number of congenital idiots and deaf-mutes are not reported, from this cause, to affect the order, it would in that case probably stand: idiocy, insanity, deafness, blindness. The influence of nativity, of sex and of age, is very considerable in its amount. The foreign population of the United States is very much more liable to insanity and somewhat more liable to blindness, than

the native population ; but on the contrary, it is very much less liable to idiocy and to deaf-mutism. The negro population is more liable to blindness and idiocy than the white population ; but on the contrary it is less liable to insanity and to deaf-mutism. Persons of advanced age are more liable to insanity and to blindness, in proportion to their age, than those who are younger ; but idiocy is more common in middle life than in old age ; and deaf-mutism at two ages, namely, between ten and thirty, and again between sixty and seventy. (The explanation of this anomaly probably is, that the census-takers have confounded the hardness of hearing incidental to advanced years, with deaf-mutism. The impression made by the census returns is not correct). The largest proportion of deaf-mutes is between the ages of ten and twenty ; and of idiotic (except in extreme old age) between twenty and thirty.

With respect to the geographical distribution of misfortune, this is explained in part by the influence of nativity, age, etc., but is also affected by climate. The tendency to insanity, as appears from the ninth census, is greatest in the north-eastern states, and upon the Pacific coast ; and is least in the extreme southern and western states. The tendency to idiocy is greatest in the extreme north-east, and in the central and what were known before the abolition of slavery as the border southern states. The tendency to blindness is greatest in the southern states. The tendency to deaf-mutism is so variable that it can be scarcely reduced to a formula.

The proof of the foregoing statements is given in detail in the commissioners' second biennial report. This report is also illustrated by some interesting statistigraphic charts, upon a new principle, of which a full set was prepared, but the cost of engraving proving too great, they were omitted from the report and subsequently published in the Statistical Atlas of the United States. The publication and the method of this atlas, a work of eminent value, which has attracted world-wide notice, and made a great reputation for its author, General F. A. Walker, the superintendent of the census, was first suggested and urged upon the attention of the government of the United States by Mr. Wines, the secretary of the Illinois board of charities.

The action of the commissioners, in inquiring into the extent and the relations of insanity and of other forms of misfortune, will serve to indicate a function of the various boards of public charity in the United States peculiar to these organizations, namely : the investigation, from an official and legislative point of view, of the general and particular questions related to the subject of charitable relief ; the collection of statistics, the examination of the experience of other communities, the comparison of methods of relief and their results, and the effect of relief upon other public interests. Such examinations

cannot be made by local boards of trust, nor by committees of the general assembly; demanding, as they do, laborious and continued research.

Another subject to which the Illinois board of charities devoted much attention, was the history and the present condition of the statutes affecting the state institutions directly or indirectly. These they found to be crude, undigested, and in many particulars defective or incongruous. They examined carefully the operation of the laws, ascertained the degree of obedience paid to them by the institutions and their managers, and qualified themselves to give sound advice as to the changes necessary in the statutes. They dwelt upon the subject at some length in their second report; in the third, they printed in the appendix a full abstract of all laws then upon the statute-books of the state, relating to the state institutions. It happened that the general revision of the statutes was at that time in progress; the reports made by the commissioners met a present want; and the outcome of the discussion was the passage, in 1875, of the act to regulate the state institutions and the state reform school, to improve their organization and increase their efficiency. In the framing of this act, the legislature was greatly aided by the knowledge of the defects in existing organization obtained through the persevering labors of the board. The act is so to speak a charter or written constitution, by means of which the institutions are placed upon an equal footing before the law, the general principles of their organization are defined, and a thorough system of oversight and of accountability is introduced into their management. The short experience thus far gained of its practical working affords ground for a reasonable expectation that the good resulting will be permanent and greater than was originally anticipated.

In the matter of appropriations, the commissioners have exercised great pains to reduce the aggregate expenditure of public funds as far as possible without injury to the unfortunates, for whose benefit the institutions have been established and maintained. Their critical remarks upon the requests for state aid preferred by superintendents and trustees, have, in many cases, prevented extravagant appropriations, while they have assisted the general assembly to correct conclusions respecting the relative importance of the appropriations asked. The reductions suggested by the board, in 1870, amounted to \$1,402,276 41; in 1872, to \$894,313 23; in 1874, to \$183,966; and in 1876, to \$162,950 92. In addition to the saving to the state treasury, resulting from the cutting off of excessive or unnecessary appropriations, there has been a great reduction in the expenses incurred, in consequence of the introduction of more system and economy into the general management. It is impossible to ascertain and state the amount of pecuniary benefit

accruing from the new system of oversight and control; but it may be safely estimated at not less than one-half million dollars in the past eight years.

No great work was ever accomplished without opposition and conflict. This is especially true of enterprises to which attaches the characteristic of novelty and experiment. The trials of the commissioners began with the very first session of the general assembly, after their appointment. They had, in their first report, spoken of the lack of a sufficient water supply at Jacksonville, of which complaint had been made in the printed reports of the state institutions there situated, for many years previous. At the very moment when the commissioners called attention to the need of water for the institutions, the citizens were discussing the question of constructing city water-works. But this they had refused, by a vote of the people, to do. The board took the ground that if no way could be found to supply the institutions at Jacksonville with water for all purposes, it would be better, instead of rebuilding the institution for the blind (then burned down) and enlarging the institution for the deaf and dumb, to remove the latter to some other point and turn the buildings over to the former institution. Fortunately, the citizens of Jacksonville have since constructed a system of water-works which has given complete satisfaction, and they are now supplying the state institutions, which formerly supplied themselves by their own works. But at the time, the recommendation of the board created a great stir, and excited the bitterest hostility on the part of those who deemed their reputation and interests to have been assailed. This was in 1870.

In 1871, the opposition to the board was re-enforced by the discovery of the deficiency in the Soldiers' Orphans' Home, to which reference has been made on page 144. The investigation which ensued was long and painful. It was difficult for the authorities of the Home not to feel themselves assailed; and there was a certain natural reaction against those who were supposed to be their assailants, which afterwards died away, when it was found that the ultimate result was beneficial to the institution, through the improvement of its management.

Then followed the controversy over the Illinois Industrial University, in 1873, whether the trustees had the right to use any portion of the building fund nominally to pay freight bills over the Illinois Central Railroad, but really for ordinary expenses: in which was involved the deeper question of the relation of the university to the state, and the right of the state to the control of its affairs. The general assembly sustained the position taken by the commissioners of public charities, and re-organized the university, reducing the number of

trustees, etc.; but the discussion was unpleasant and cost the board some friends.

At the same and at the subsequent session in 1874, occurred the dispute respecting the enlargement of the institution for the deaf and dumb. The commissioners of public charities favored the division of the deaf and dumb, and the establishment of a second institution. The legislature granted an appropriation for enlargement, but limited the cost of the new buildings to sixty thousand dollars. The trustees contracted for buildings to cost eighty thousand dollars. The commissioners of public charities reported this fact to the legislature, at its adjourned session, and an investigation followed, which resulted in the re-organization of the trustees. This also gave offence to some persons and led to renewed attacks upon the board.

The opposition arising from these specific acts was strengthened by two auxiliary forces; the desire on the one hand to remove from the way an obstacle to extravagant appropriations, and on the other the working in some minds of an aversion to all expense the immediate utility of which is not at first sight apparent, forgetful of the adage that one must often spend money, in order to make or to save it. But in spite of all attacks, from various quarters, the board has been sustained by the legislature. A comparison of the record and experience of all similar boards in other states shows that not only have they originated in the same sense of need, but they have all passed through the same struggle for existence. In no case have they been allowed to live without vindicating, by their acts, their right to live. These boards are to a certain extent an experiment in government. The issue of the experiment is closely watched. They hardly know themselves what they are expected to do or will be allowed to do. But there appears to be a strong likelihood that in a country where the helpless are regarded as a public charge, and among a people whose views upon all subjects are practical and business-like, the end will be that the business of caring for the insane, the blind, etc., will be concentrated under a single efficient head—a commissioner, or boards of commissioners, as the case may be—and that this will be recognized as a permanent department of the government.

The present organization of the public charities of Illinois is eminently systematic and thorough. It is susceptible of improvement and will improve, year by year. It is flexible, self-adjusting, provided with all necessary checks and counter-checks, and affords to the people of the state a sufficient guaranty of economy and honesty in the administration of the trust. The great end ever to be kept in view by the almoners of public relief is to reduce the suffering occasioned by misfortune to a minimum, without feeding the evil which it is sought to hold in check, to such an extent as to increase its amount and make



the burden resting upon the community heavier than it needs to be. The present commissioners are thoroughly imbued with this thought and purpose.

It remains to say a word respecting the other department of the work entrusted to the board of public charities, i. e., the visitation of the counties. It is greatly to be regretted that the funds at the disposal of the board have never admitted of any thorough prosecution of the inquiries prescribed by the law. The state institutions are highly organized, well officered, and receive the funds necessary for their support from the state treasury; but the county jails and alms-houses of Illinois are for the most part in a wretched condition, and without state inspection they are not likely to improve. For this reason, the commissioners have always regarded the county visitation as of more real importance than the inspection and oversight of the institutions belonging to the state. During the first two or three years of their official existence, they districted the state, assigned a district to each member of the board, and faithfully traveled around from county to county, on their melancholy errand. In their first biennial report they gave a brief account of the condition, at that time, of every county jail and alms-house in Illinois, together with some statistical tables containing much valuable information. They found that the average valuation of a jail was about fifteen thousand dollars, and of each cell about nineteen hundred. They estimated the per capita cost of provision for the care of criminals at from six to nine hundred dollars, and the total amount invested in these county prisons at one million and a half. The average valuation of the alms-houses was less than that of the jails, being about twelve thousand, five hundred dollars; and the per capita cost of provision for the care of paupers somewhat less than two hundred and fifty dollars. They estimated the investment in county farms and alms-houses at one million. The annual cost of maintaining paupers, at county expense, was supposed to be three quarters of a million, which is thirty cents a day for each pauper supported.

The inferences drawn from the statistics collected and tabulated by them were as follows:—

*First*, the principal expense of the county jail system arises from the delays in the administration of justice. The number of criminals undergoing sentence, in the jails, at any one time, does not average one to a county. The principal use of jails is as houses of detention. Eighty-five per cent. of the inmates, at the time of visitation, were awaiting trial.

*Second*, elementary education appears to be of less value, as a preventive of crime, than is ordinarily supposed. Ninety-one per cent. of the prisoners confined in the jails of this state are able to read, and eighty per cent. can both read and write.

*Third*, intemperance and crime are closely related to each other. More than one-third of the prisoners visited by this commission were ascertained to be habitually intemperate.

*Fourth*, crime begets crime. It tends to reproduce itself. Nearly or quite ten per cent. of the inmates of our jails have been in jail before.

*Fifth*, the foreign element in our population is far more apt to lapse into crime and pauperism, than the native. About thirty per cent. of our county prisoners, and nearly fifty per cent. of our county paupers are of foreign birth. A large proportion of the remainder are of foreign parentage.

As between the Irish and the Germans, who form the principal part of the foreign population, it may be said that the Irish are more apt to become paupers, while the Germans exhibit a larger relative proportion of criminals.

*Sixth*, crimes are infrequent, in proportion to the energy with which they are resisted. Thus crimes against property are four times as common as crimes against the person; and of crimes against property, more than two-thirds are larcenies.

*Seventh*, pauperism tends to become perpetual. Four-fifths of the inmates of the almshouses are classed as permanent paupers.

*Eighth*, that nine hundred and forty-eight out of eighteen hundred and seventy-eight paupers reported, are idiotic, insane, deaf, blind, crippled, sick, or bed-ridden, and that two hundred and seventy-seven are minors, shows that the county alms-house system is not greatly abused, at present, in this state.

*Ninth*, the tendency of education to prevent pauperism, is more apparent than its tendency to prevent crime. Estimating the pauper children at one-tenth of the whole number, and leaving them out of the calculation, forty per cent. of the inmates of the almshouses could not write, and twenty-five per cent. could not even read.

*Tenth*, pauperism and crime are so closely allied, that the same individuals belong to both fraternities. Five per cent. of the county paupers acknowledged to have been in jail. The same man is a criminal or a pauper, according to circumstances. He steals, when he cannot beg; he begs, when he cannot steal.

The board asked for the passage of a law compelling the registration of county paupers and criminals, upon a uniform system. Such a law was passed in 1872, but although the registers were prepared by the commissioners and procured by the counties, no returns were ever made to them by the county clerks or sheriffs; in many counties the books remained without a single entry; in others, the entries were fitful and imperfect; and the law proved almost a dead letter. It would have been otherwise, had the board been in a position to enforce it; but the time of the single clerk allowed them was already taken up, and they had no means or authority to employ the additional assistance required. The law was repealed, at the time of the revision, in 1874, but some of its features were retained.

Since the first report, no statement of the condition of the several jails and alms-houses has been made, because it has been impossible. It soon appeared that the commissioners, whose services were wholly gratuitous, could not afford the time required for visitation; the secretary endeavored to supply their place, but he could only, with his other duties, make partial and occasional tours of inspection; and, although a great deal of material has been accumulated and much of it is in shape for publication, yet its incomplete condition and want of clerical force to do the office-work as it should be done, have prevented it from seeing the light.

In the second report of the board, however, there appeared an elaborate though brief discussion of the subject of crime and criminals and of prison discipline. To this was appended a declaration respecting the county jails, unanimously adopted at a conference of the Illinois Board of State Commissioners of Public Charities, the Wisconsin State Board of Charities and Reform, and the Michigan State Board for the Supervision of Charitable, Penal and Reformatory Institutions, held in Chicago. This declaration is as follows:—

*Declaration.*

"The object of the imprisonment of criminals is conceded by all to be two-fold—the protection of society and the reformation of the criminal himself. The protection of society is effected in part by the segregation of the offender, and in part by the deterrent influence of punishment upon others who are tempted to commit crime.

"A minute and careful examination of the jails of Illinois, Wisconsin and Michigan, by kindred commissions specially appointed for this purpose, reveals the fact that as proper places of punishment, they fail to accomplish the object of their creation. They are for the most part defective in a sanitary point of view; many of them are insecure; they are frequently so constructed as to compel promiscuous association of the young and the old, the guilty and the innocent, the hardened villain and the novice in crime, and in some cases even of the sexes. In none of them is there provision for the employment of the imprisoned inmates; and there are few in which any attempt is made either at their moral or intellectual culture. In the aggregate, they cost large sums of money for their construction, and are a great annual expense to the community, without adequate return for this expenditure.

"The finest and most costly of them all, however superior in architectural construction, exerts as little reformatory effect as the poorest. Their condemnation may be pronounced in a single sentence: They are an absurd attempt to cure crime, the offspring of idleness, by making idleness compulsory. The failure of the jails is due, not to the character of the officers who have charge of them, but to this radical defect in the jail system itself, which originated in the primitive condition of our national history, and was then the only thing possible. It has been blindly copied and extended with the growth of the country, in consequence of the difficulty of effecting any change, after the investment of so much money. We are satisfied that for enforced idleness the state should substitute enforced labor. We are also satisfied that no remunerative system of labor can be introduced into county jails, on account of the very limited number of persons in each. The only remedy for the evils of the present system consists in the substitution of houses of correction in their stead. The county jails should be remodeled, and simply used as houses of detention. One or two prisons in each state of a character intermediate between the jail and the penitentiary, might be so organized and conducted as to diminish the cost of crime, and to diminish its amount. The cost of original construction, would be diminished by the substitution of a single capacious edifice for fifty or sixty smaller ones. The cost of maintenance of criminals would be diminished by the aggregate amount of their earnings, while enforced labor would benefit the pris-

oner himself, and exert an increased deterrent influence upon the criminal class at large. The modern facilities for transportation of criminals by rail remove, to a great extent, the objection arising from distance.

"We believe that the time has come for an earnest effort to call attention to this subject, and to prepare the way for a great public reform. In this effort we invoke the aid of philanthropists, believing that no one, who has seen what we have seen, can fail to adopt the conclusions which have been forced upon our own minds."

The board urged the adoption of these conclusions by the general assembly, but for the time being without effect.

The influence of the visits paid to the counties, few in number as they have been, has been very apparent in many of them. The number of new jails and alms-houses erected is large; the insane are better cared for; more use is made of the state institutions; and the condition of the paupers has been improved. If this institution was made thorough and constant, the good which would result is incalculable.

#### CONCLUSION.

The hurried and imperfect review of the history of public charity in Illinois, which is here given, shows that from the beginning to the present moment the unfolding of the system has been natural and regular, each step following the preceding in an obvious and predetermined order, in accordance with a fixed law of development, or of cause and effect. The interest of the public in the subject has grown steadily; the provision made for the unfortunate has kept pace with the increase in population and in wealth; and as the system has become larger it has been better organized; while the magnitude of the sums required for its maintenance has necessitated and compelled the introduction of an element of more rigid surveillance, and more thorough accountability.

The questions which remain for time to settle, are: the further provision necessary for the insane of the state; the future of the institution now known as the soldiers' orphans' home; the continuance of state aid to the eye and ear infirmary, at Chicago; the propriety of establishing in Chicago a school for deaf-mutes; and the future relations and responsibilities of the state board of public charities. But above all these, at the present moment, rises the prison question: involving the discussion of the entire system of dealing with crime; the principles of criminal jurisprudence and of prison discipline; the means necessary to arrest the increase of crime and to prevent its development in young criminals; the reformation of prisoners; the pardoning power; the care of discharged prisoners; the proper organization of the prison system of the state; the abolition of county pris-

ons for convicts, and the employment of all sentenced prisoners at hard labor. The public mind awakens slowly, but it is surely awakening to some just conception of the importance of the problems connected with the treatment of the criminal classes; and there are few steps which the legislature can take in this matter which will not be steps in advance.

The history of the past gives assured promise of better things in the future. We can only go forward, and leave the result to God.



## APPENDIX II.

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### THE COUNTY JAIL SYSTEM.

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The contrast between the ideal and the actual, characteristic of all human experience, again presents itself for consideration, whenever, from any point of view, we approach the subject under discussion in this paper — the treatment of crime and criminals.

In the ideal prison system, not the offense but the offender, the man by whom the offense is committed, is the primary object of attention. The criminal character is regarded as the source or fountain from which crime flows. If the sources of crime can be stopped, the stream of crime will cease to flow. The watchword, therefore, of all enlightened prison reform is—cure! Diminish the volume of crime in the community by the reformation of the criminal! The hope of a cure is the motive held out to the criminal to induce him to co-operate in the attempt to effect that cure; and belief in the possibility of cure nerves the philanthropist to continued effort for reform in the face of repeated defeat.

In the actual prison system, on the contrary, as laid down in our written and unwritten codes and administered by the courts, the regard paid to the offender is secondary. Primarily, the attention of the law and its officers is directed to the offense. Not the reformation of the criminal, but the punishment of the crime, is the end chiefly sought; punishment not for the offenders' sake, but from regard to the real or fancied security of society; and punishment is meted out to offenders, not according to their character, which it is not possible for legislatures to judge, or for courts to determine, but according to an arbitrary yet variable standard, by which the degree of guilt attaching to each criminal act proved to have been committed is supposed to be approximately weighed or measured. The fundamental idea of the criminal code seems to be expiation. In a word, the attempt is made to dam up the stream of crime in the world and turn it back upon itself, while the fountain from which it proceeds is left to flow unchecked and without cessation.

Without entering into any discussion of the reasons for the existing system of dealing with crime, which would involve a somewhat extended account of the successive stages in its development, historically considered; and without undertaking, in the present paper, to controvert the arguments by which the system is maintained, and justified, though much might be said as to this point, I remark that it is not in our courts, but in our prisons, that the fundamental defect of the system, already indicated, is brought to light and most clearly appears. This is only another way of saying that the judgment of the executive department of the government, respecting the effect of any given legislation, is more immediate than that of the legislature or judiciary.

The thought just expressed will bear a somewhat fuller expression. After the more or less accurate definition of crimes and their respective penalties, by the legislature, and the judgment, more or less equitable, passed upon the offender by the courts, the criminal passes into the custody of the criminal officials, to whom is assigned the execution of the sentence pronounced against him. There, for the first time, the criminal himself becomes the object of assiduous notice, more or less discriminating. By day, by night, in all his hours of toil and of idleness or recreation, in all his varying moods of good and bad temper, of remorse, contrition or defiance, the prisoner is watched, studied, experimented upon, compared with his fellows, contrasted with his opposites, and some approximately accurate estimate formed of his character, dispositions, tendencies and capacities. The intelligent and humane prison officer is compelled to see that the theory of expiation on which the criminal code is based, however admirable in theory, is inadequate in its application as a principle of prison discipline, to secure the best results; that it cannot be equitably enforced; and that the influence of any attempt to enforce it is brutalizing and debasing. The imperfection of the code is forced upon his attention: first, by the miscellaneous, heterogeneous assortment of characters in the prison; then by the want of uniformity in the sentences pronounced by different courts for the same or like offenses; by the disproportion, in numberless instances, between the guilt of offenses and their actual punishment; by the absence of any fixed relation between the nature or degree of an offense committed and the character of the man by whom it was committed; and finally, by his own sense of the lack of authority or power to correct, appreciably, either by increased severity or by the mitigation of the penalty prescribed, the prior mistakes of courts and legislatures, however obvious.

It necessarily results that an experienced prison officer is inclined, very much in proportion to the degree of his intelligence, to favor such a reform in the criminal code as will bring the actual more closely into



harmony with the ideal. His point of view is not the same as that of the legislator or the judge. He perceives what they may not; that a complete criminal system must look forward as well as backward, must have regard to the criminal, as well as to his crime, must be not simply expiatory but reformatory also, and that it should have in it a certain flexibility of application, according to the revelation and development of character by the prisoner under observation and discipline. It may be said that this flexibility is imparted to the system by the provision of power, lodged in the executive department, to grant pardons. But every prison officer complains that the expectation of a pardon for reasons disconnected with the character or conduct of a convict in custody, universally entertained by convicts themselves, is a principal obstacle to discipline in the prison and a formidable barrier to the prisoner's reformation. And it is further to be said, that a pardon wisely granted merely terminates the period of punishment; it in no wise regulates the force of punishment, nor does it affect the nature of the discipline within the prison walls.

Now when we come to examine the county jails of the United States, from the point of view of a prison officer, and in the light of their influence upon criminal character, we see in them one of the worst features of the actual as opposed to the ideal prison system. For the most part, the jails escape notice from the public, for the reason that in the majority of counties they are small structures, in which few prisoners are confined, and those for short periods. But if we reflect upon the great number of jails in the country, and remember that all criminals of a higher grade pass through them to the penitentiary, while the number of prisoners scattered about in all the jails at any one time is perhaps equal to the number of convicts undergoing sentence in all our penitentiaries, we must recognize the importance of the complicated question which the jail system offers for our determination, and the evil likely to result from that system; if bad, as it unquestionably is.

The county jail is not illogically connected with the theory of expiation embodied in the criminal law, though it will presently appear that it is not a necessary logical consequence, even of that theory. The law proceeds upon the ground that a crime is a wrong, an injury done; that the extent of the injury can be ascertained; that injuries must be either repaired, compensated or expiated; and that the expiation required must be proportionate to the degree of injury inflicted. In carrying out this theory, crimes punishable by imprisonment are divided into two great classes, major and minor, or felonies and misdemeanors. Those of the lower grade are deemed to be expiated by short sentences to a county jail, usually without labor; while crimes of a

higher grade can only be expiated by confinement for a longer period, at hard labor, in a penitentiary or state-prison. Hence the jail. It is the county jail because, in the United States, the county is the only universal unit of political organization, under the state, and the county, being limited in its area and sustaining originally a limited population, is a convenient subdivision, both of territory and population, for the purposes of the criminal law. But it is evident that there is no inherent necessity why our inferior prisons must be county prisons; they might be city prisons or district prisons, and still, in their organization and discipline, conform to the spirit of the criminal law, as it is. In the early history of the country, to be sure, when the population was sparse, and means of communication slow and infrequent, when long journeys were made a-foot and on horseback, it was essential, not only for convenience but for security, that the local prison be not too far removed to be easily accessible. Thus we see not only the logical but the historical origin of these excrescences upon the body politic, which having long survived the necessary occasion of their existence, and having outlived the period when the function for which they were created could best be performed by this primitive and rude organism, may now be called, in the Darwinian sense, rudimentary—"of such slight service to their present possessors, that we cannot suppose that they were developed under the conditions now existing." The railroad and the telegraph have swept away much that belonged to a former civilization; they have rendered it possible to exchange the once needed county prison for something better suited to the necessities of a more enlightened age.

The county jail, then, is an offshoot of the system of classification of crimes contained in the criminal law. It may be admitted that the analysis of crime has been carried to a very high degree of perfection, by the wisdom of the ablest men, for a long series of generations, and that the comparative evil desert of criminal acts, under a great variety of circumstances and conditions, has been as well defined as it is possible for man, with his finite intelligence, to have done. The principles of retributive justice have been tolerably well ascertained and settled. But it must be obvious to any one who will reflect for a moment, that the classification of crimes, from the point of view of the law, according to the magnitude of the injury done, and the classification of criminals, from the point of view of the prison officer, according to the depth, extent and persistence of the criminal character, are only remotely correlated to each other. A man but slightly criminal in his character may commit an offence of the gravest nature, such as manslaughter; while a habitual criminal may be arrested, tried and sentenced for some offence absolutely trivial.

The question at once arises, upon which principle of classification ought we to grade our prisons? which is the more important, in prison discipline? shall we have separate prisons for men who have committed different crimes? or shall we have separate prisons for men of different criminal character? It would seem as if to ask this question were to answer it. But the actual system recognizes only two classes of prisons, the jail and the penitentiary, (for the house of correction is simply a jail with labor added, while the reform school is not strictly speaking a prison): and the distinction between the two is made to rest not on the distinction between criminals, but on the distinction between crimes. Why only two grades? why not three, or more? The Irish system for the treatment of felons only, as developed by Sir Walter Crofton, includes three grades of prisons, with a distinct discipline for each, varying from the severe regimen of Mountjoy to the almost nominal imprisonment at Lusk. It may almost be said to include a fourth, for the ticket-of-leave is not a final discharge from custody. Under this, which is the ideal system for we contend, there is no limit to the possible number of grades, except the number of convicts proper to be confined in each prison, and the total number. Convicts pass from one to the other according to their character and their amenability to reformatory influence. The classification of prisoners is natural, not arbitrary, and is made to minister to discipline instead of hindering it. No argument is needed to convince the officers of prisons of the superiority of the Irish over the American system. Our system, on the contrary, recognizes only one grade for prisoners of the higher, and one for those of the lower class.

Having shown that the very idea of the county jail is antagonistic to the theory of reformation of criminals, because it springs out of the theory of retribution, and involves classification on the basis of the crime proved, rather than of the individual character of offenders, let us now inquire, how are our jails constructed, organized and managed? What is the observed influence exerted by them upon prisoners? What is their moral effect upon the community? These are questions of fact, and do not involve for their determination the theoretical considerations presented above, but are independent of them.

Happily, the means for such an inquiry are at hand, and the sources of information are of such a character as to be above dispute. The increasing attention paid to all social questions by our national and state governments, as well as by students and theorists, is one of the auspicious auguries of the times in which we live. Among the most valuable of the agencies engaged in this work of scientific investigation are the prison associations, prison commissions, prison discipline societies and state boards of public charity, now to be found in so

many of our leading states; by whom the jails have been officially visited, examined and reported upon, until enough is known of them to insure, without doubt, their ultimate overthrow and extinction.

At a conference of the state boards of charity for the states of Illinois, Wisconsin and Michigan, held in Chicago, May 14th, 1872, after a full interchange of the views, observations and experience of the state commissioners from these three states, based upon personal visitation and inspection of more than two hundred jails, a declaration was unanimously adopted, and extensively published through the north-west, in which it was said: "A minute and careful examination of the jails of Illinois, Wisconsin and Michigan, by kindred commissions, specially appointed for this purpose, reveals the fact that as proper places of punishment, they fail to accomplish the object of their creation. They are for the most part defective in a sanitary point of view. Many of them are insecure. They are frequently so constructed as to compel the promiscuous association of the young and the old, the guilty and the innocent, the hardened villain and the novice in crime, and in some cases even of the sexes. In none of them is there provision for the employment of the imprisoned inmates, and there are few in which any attempt is made either at their moral or intellectual culture. In the aggregate, they cost large sums of money for their construction, and are a great annual expense to the community, without adequate return for this expenditure. The finest and most costly of them all, however superior in architectural construction, exerts as little reformatory effect as the poorest. Their condemnation may be pronounced in a single sentence; they are an absurd attempt to cure crime, the offspring of idleness, by making idleness compulsory." Much the same might be said of the jails of any state in the Union, at least until very recently. The testimony of the Ohio Board of Charities, in its second report, was, that "Ohio is to-day supporting, at public expense, as base seminaries of crime, as are to be found in any civilized community." And again: "In our jail system lingers more barbarism than in all our other state institutions together." In an elaborate report on crime and prison economy, made by the Pennsylvania Board of Charities, in 1872, the commissioners informed the legislature and the public, that in the average county jails and city lock-ups, "the grossest abuses keep uninterrupted carnival. Bad construction, bad ventilation, bad management, reckless treatment, indiscriminate mingling of prisoners—with no separation at all, except that of the sexes, and not always even that—intolerable crowding of cells, no kindly sympathy, no moral or religious instruction or influence, disregard of health and cleanliness, no provision or opportunity for labor, the practice of all petty tyranny; these are their characteristics. And the people love to have them so, or

pass by them on the other side, or look upon them as places too low, rough and foul to be approached or meddled with. Few besides the sheriff, the policemen or the alderman—and the inmates—know anything about their interior condition or history; and these officers, even though endowed with much natural goodness of heart, grow so thoroughly accustomed to the abuses and abominations that reign around them, that they become hardened to the scene, and lose all idea of the possibility or desirableness of reform. And as for the keepers, they must often be not much superior, either in intellectual or moral character or culture, to those who are placed under their care." In New York, the committee on prisons of the constitutional convention of 1867, reported that "there is no one of the sources of crime which is more operative in the multiplication of thieves and burglars than the common jails of the state, as at present organized." The New York prison association has repeatedly testified to the same condition of things. In Massachusetts even, the secretary of the state board of charities, in the report for 1872, declares that "our county prison system is quite unsatisfactory in its results, whether regard be had to its financial or reformatory aspect. It is very expensive, and it does not reform. We have nineteen jails and fifteen houses of correction; in all there are twenty-one different institutions. Some of them are expensive buildings, and others are of quite an inferior character; confinement in some of them is a luxury to many convicts, while sentence to others is a genuine punishment; no two of them are managed alike, either in general or in detail. The system is wasteful of time, of opportunity, of money, and the worst of it is that it cannot possibly be made satisfactory to those who clearly see what ought to be accomplished by imprisonment for offences against social order. We shall not bring about such results from our minor prisons as we ought to reach, until we abolish this system and substitute for it one based on the principle of state control." You perceive that all the authorities agree, there is no dissent. *Ex uno disce omnes.* The reports for different states, so far as heard from, might be exchanged for each other and no injustice done to any body. In Maine, it is true, a very considerable advance has been made, and a system of classification and labor partially introduced. In Pennsylvania, in some of the county prisons constructed on the Pennsylvania system of separate confinement, the prisoners are isolated and are also punished with constant and profitable employment. Where else is there any bright spot visible? Many even of the so-called "model jails," like those of Boston, Baltimore and St. Louis, are about as far removed from the ideal of a prison designed to aid in the reformation of prisoners, as the worst jail in the land. The best jail in the country is inferior to any good house of correction,

such as those in Detroit and Chicago, or those of Allegheny county, Pennsylvania, and Albany, New York.

The construction of a county jail varies indefinitely, according to its location, the date of its erection, the population of the county, its wealth and the liberality of its citizens, the amount of taxation to meet indebtedness on other accounts, and many other circumstances less directly influential. The material, whether hewn logs, sawed timber, brick, stone or iron, is such as can be procured with the least effort and expense and most nearly corresponds with the ideas of architectural fitness prevalent in the surrounding region. The size of the jail is for the most part an accidental event. Local pride, or private interests, wielding political power for personal ends, may occasion the erection of a magnificent structure four or five times as large as necessary. Or a niggardly spirit, averse to improvement because improvement involves expense, may insist upon the continued occupation of a building so inadequate to the altered needs of a growing community as to compel the confinement of four, five or six men in a cell originally designed for one. The plan is almost always defective, because neither the architect nor the building committee adequately understand what is wanted. In remote districts, indeed, no architect is employed; and in earlier days, the employment of an architect was something unusual. Hence we often see the clumsiest possible contrivances for holding prisoners securely; dungeons under ground, jails entered by a trap-door and a ladder from the story above, prisons without windows, prisons with no separate cells, solid wooden cell-doors with a square or diamond-shaped hole for light and ventilation, cells absolutely dark and with no ventilation at all, etc., etc. It is not uncommon to see a jail built as an appendage to a court house, in the top story, or in the basement, and if the basement is not drained the floors are sometimes covered with water, so that loose planks will float about on the surface. As to proper light, heat, ventilation, sewerage and water supply, with facilities for bathing, a jail above criticism in these respects is a rare spectacle. The vault for excretions is very often underneath the prison, with an opening into each cell, and the effluvium constantly arising is so fetid as to be nauseating. I almost hesitate to speak of those jails in which there is no vault, and in which the floor of a vacant cell or of the corridor is made to serve the same purpose. Jails of this description are often allowed to go without cleaning for a year or more at a time. Some jails are not heated at all, through fear that the fire, if furnished, will be used by the prisoners to burn the jail down; and prisoners not convicted spend long winters covered in bed with blankets, in cells where water left exposed in a bucket will freeze. Many jails are so dark, that a person coming into them from outside requires a lamp or

a candle, at noon, to enable him to see his way about. The walls, especially the partition walls between cells, are so constructed, particularly if of wood, as to furnish a safe and inaccessible retreat for innumerable generations of vermin. Thus the sheriff of Clinton county, Michigan, reports the condition of the jail "same as last year, only bed-bugs are more numerous and more corpulent." If the walls are of brick or stone, and under ground, they drip with moisture. The ventilation of the cells is often so bad as to force the inmates to strip themselves, in summer, of all their clothing, and healthy sleep at night is impossible. It is not at all a rare sight to see a row of prisoners with their heads protruding from the holes in their cell doors, trying to catch a breath of cooler, fresher air. Nor are these haphazard and exaggerated statements. There is not a man in the United States, who has been called by official obligations or by motives of humanity to visit any considerable number of common jails, who will not recognize the literal accuracy of the descriptions given and recal personal experiences illustrating some or all of them. There are many jails, it is true, of modern design and construction, or built by wealthy counties, which are not open to these purely architectural criticism; but such are comparatively few in number.

The idea most prominent in the mind of an ordinary jail committee is that of security. Strength is the only necessary quality of a good prison, in the estimation of many ignorant or thoughtless people. But how often even this prime requirement is lacking, even in the most costly jails! through forgetfulness of the maxim that no prison is stronger than its weakest part. I have known a general jail-delivery to occur in a jail costing thirty thousand dollars, with massive stone walls of great thickness, suggesting to every spectator the idea of immense strength, and that within a week after its occupancy, simply because the builder had failed to dowel the stones together, and the prisoners immediately discovered the defective construction, (as they always do), slipped one stone out of the wall, and left in a body through the opening thus made. The whole wall had to be lined with boiler iron, at great expense. I knew another jail, of solid exterior, which was broken by the use of one of the iron cell-doors as a battering ram; the cell-doors having been swung on hinges so made that they could be lifted off. These incidents and others like them illustrate another principle of security, namely, that it is not walls nor bolts and bars which successfully restrain determined, desperate men, but rather the courage, fidelity and ceaseless vigilance of their keepers. There is no jail which cannot be broken; but a simple dead-line, like that at Andersonville, is sufficient to hold even a large body of prisoners, if it is certain that death will be the immediate result of crossing it.

A principal fault of most jails is the absence of any absolute pro-

vision for the separation or classification of prisoners. At this point, we pass from what is external, to consider the moral influence of this class of prisons. The county jail being a place of detention, conveniently accessible, is commonly used not merely as a place of punishment, but for miscellaneous purposes, such as the detention of accused persons, of witnesses, of debtors, of insane men and women, of drunkards and vagrants, and occasionally of county paupers. All of these are sent to one and the same prison, share the same quarters, the same fare, the same discipline, utterly irrespective of their criminality or non-criminality. Often they are thrown together into the same apartments, and do not even occupy separate cells.

The association of insane with sane prisoners is of such frequent occurrence that the injustice and hardship of it are almost overlooked. The wrong done is to both. The condition of the insane in jails is indescribably dreadful. When the Wisconsin commissioners of public charities made their first tour of inspection through the counties, they found in one jail "an insane man on the stone floor of the corridor, in a state of nudity, save a blanket thrown over him; in another, four insane and an idiot, with five other prisoners, one of whom was a vagrant "who occupied a bunk in the hall at night, while a bunk in the other end of the same hall was occupied by one of the insane women;" in a third, an insane man "who had been there for nine or ten months;" in a fourth, five out of six inmates were insane; in a fifth, an insane man "chained in the court-house yard." Of forty-nine jails visited and described, seventeen contained insane inmates, and the total number of insane reported is thirty-four. Two years later, they report one jail with three insane, of whom two, in the month of October, were without clothing save a shirt, occupying cells without beds. In another, an insane woman was locked in a cell, which was "in a most filthy condition," "dark and gloomy, and the stench through the barred doors was almost intolerable." In still another, one of the prisoners remarked that he had considerable care of one of the insane men, and often found it necessary to punish him with a strap. The commissioners of other states mention many other similar cases.

Reference has been made to the association of the sexes. Comparatively few jails are provided with a separate department for women. The female prisoners are ordinarily locked in separate cells, or opening into a common corridor. Prisoners of both sexes are often allowed to run together in the corridor by day, and occasionally by night also. In jails with no cells, but consisting of a single apartment, prisoners of both sexes are sometimes associated promiscuously, for whatever may be the term of their respective imprisonment. Several such cases have been reported in Illinois; and in one county, a white man



and a black woman, taken up on the charge of adultery, were given the liberty of the entire jail, with no other inmates. Even where the sexes are nominally separated, it is only by an iron grating or some similar contrivance, which leaves them in sight of each other, and at perfect liberty to carry on uninterrupted conversation, often of the lowdest description.

Into these abominable receptacles are cast not merely the guilty, but the suspected and the innocent as well. It is commonly supposed that the mass of "jail-birds," as they are called, are convicted of crime. Such a supposition is the reverse of the truth. Debtors, in states which still maintain the practice of imprisonment for debt, may, of course, be as spotless in their private character as was Goldsmith's Vicer of Wakefield. Witnesses are not necessarily criminals. I once saw, in the Chicago jail, a young unmarried woman, against whom there was no charge whatever, who had been held in prison for more than a year, as a witness in a murder trial, in which her evidence was essential to conviction, but which was postponed from term to term, and during all this time she had been compelled to associate in a common corridor with the vilest women and with thieves and other criminals of both sexes. But even of alleged offenders, comparatively few are found guilty when their cases are tried in court. Thus, in Michigan, in the years 1873 and 1874, of seventeen thousand commitments to the county jails, thirteen thousand, or more than three-fourths of the entire number imprisoned, were released without conviction. What proportion of those thus released were of criminal antecedents and character it is impossible even to guess, but it is safe to say that some thousands of innocent victims of malice or unjust suspicion were subjected to the hardship of confinement for a longer or shorter period. In Pennsylvania, in 1863, the prothonotaries, or clerks of criminal courts, report that of five thousand, six hundred and fifty bills tried, two thousand, eight hundred and nineteen, or about one half, resulted in a verdict of acquittal. Statistics for other states are not accessible, or not at hand. But these are sufficient to indicate the essential fact of the promiscuous mingling in the jails of the innocent with the guilty, and that upon a scale much larger than the general public has ever imagined to be possible.

The moral atmosphere of these prisons is necessarily foul. No fouler exists anywhere. It is loaded with moral contagion. The contact of the inmates with each other is painfully close, their intercourse unstricter, their conversation abominable. In the very nature of things, there can be little or no discipline exercised except to prevent escapes, enforce certain general rules of order, and repress the tendency to make more noise than can be borne. In the smaller counties, the sheriff has no occasion to employ a jailor, he himself is at his office in

the court house, and the prisoners are left to themselves for the principal part of the day. Where a jailor is employed, he is often a man of the lowest instincts, habits and tastes, but little better than those of the inmates under his charge. But whatever his character or capacity, he sits ordinarily in an outer office, separate from the jail proper. The prisoners have no employment; they do nothing from morning to night, except to amuse themselves the best they can. Much time is spent in playing cards—in gambling, if any of the parties possess anything which they can stake upon the issue of the game; or else a sparring or wrestling match is resorted to; or they draw pictures on the wall; or they sing camp-meeting hymns; or some one dances a clog-dance; or they pound on the plates of which their cells are constructed—anything, to pass the weary hours and drive serious thought away. Books they have none, newspapers occasionally. As to reformatory influence or any attempt at it, it rarely happens that any one thinks of it; the clergy, as a class, take no interest in prisoners, and the laity in this respect faithfully follow the example set them by the clergy. In some places, religious services are regularly held every Sunday in the jail by some band of voluntary workers in this department of christian labor, but this is an unusual occurrence. The Illinois commissioners of public charities, in their report for 1872, say: “It is this *association in idleness*, which is the curse and condemnation of our present jail system. The effect of association is to increase the number of criminals, and to develop their criminality. The innocent and the comparatively innocent are corrupted by the example, the conversation and the direct teaching of more experienced transgressors. The lessons taught in the county jails are, contempt for authority, human or divine; hostility to law and to its officers; the delights of vicious indulgence; the duty of revenge upon society for imaginary wrongs; the necessity of violence, of daring, and of sullen submission to punishment; the hopelessness of all effort at amendment; and the best methods of success in criminal undertakings. Past exploits are here recounted; future deeds of darkness are planned. The history and character of noted criminals, and of well known officials, are discussed. Every jail is a school of vice. More than one hundred such schools are maintained in Illinois at public expense; and the public furnishes an education in crime, at its own cost, annually, to hundreds of criminals, in this state alone. We admit the necessity for prisons; but are we not right in asking whether prisons of this particular class do not work as much harm as good to the community.”

One of the most painful features of this dreary picture is the large number of young people, of both sexes, who are subjected to the contaminating influences of such a life. In Michigan, the returns for 1873 show 377 commitments of boys and 100 commitments of girls un-

der eighteen years of age, during the year. In Ohio, in 1871, fifty-five out of eighty-eight jails reported 182 boys and 29 girls during the year. In Massachusetts, in 1870, the total number of minors committed to the jails and houses of correction was 2,029, namely 1,831 males and 198 females. Of these, 231, namely, 222 boys and 9 girls, were under fifteen years of age. The number of minors committed in 1874 was 2,247. The tendency to prefer complaints against very young children is shown by the report of the visiting agency established in connection with the state board of public charities. The visiting agent reports that he received notice, in 1874, of nineteen hundred and ninety cases, of which 1,868 were boys and 122 were girls. Out of the entire number, 1,592 cases resulted in conviction. Of these 1,990 cases, 270 were complaints of children of ten years old and under. In any state except Massachusetts, all or nearly all of these would probably have passed through the county jails. But in Massachusetts the law humanely guards against so great an abuse.

The foregoing sketch of the existing jail system in the United States is merely an outline. If filled up in detail, as it might be, but for the fear of trespassing upon your patience, it would stand out in even more hideous proportions. Much that is known cannot be written, and can only be spoken in private, to ears prepared to receive the revelation. In the dark recesses of human depravity, there are depths almost fathomless, and to a novice almost incredible.

And now, to return to our first thought, the contrast between the actual and the ideal, between a system purely vindictive and expiatory and a system in which the paramount aim is reformation, let us ask ourselves the question whether the demands of retributive justice require the commission of such an outrage upon men who may be innocent? Is this the form which even the reaction against crime should take? Do the statesmen and juriconsults who uphold and defend the criminal law, as it stands, without modification in the direction of reformation, justify and approve the perpetuation of the existing county jail? Can no other prison system be devised, which will equally secure the satisfaction of justice, without shocking so terribly the best instincts of human nature, and involving such a train of evil consequences to society at large? For we must not overlook the fact that in the jails, all the seeds of criminality in any prisoner's constitution are developed and transformed into the ripe fruit of transgression, by a soil artificially enriched and an atmosphere artificially heated, and this not by a single imprisonment, but by repeated incarcerations. If one of the ends of punishment is the prevention of crime by deterring men from committing it, through fear of the law consequences, the jails almost wholly fail to accomplish the desired result. Strange as it may appear, there are multitudes of de-

praved natures to whom the polluted moral atmosphere of the county prison is so congenial, and who are so averse to honest labor, that they actually commit minor crimes, in order to obtain from the courts, especially in the winter season, a brief jail sentence. They are thus relieved from all occasion to exert themselves for their own support, and are ready, when the winter is past, to renew their depredations upon society, and live by crime or beggary as opportunity and inclination may suggest. The jail-registers of the different states show that there is a class of criminals known as repeaters or "revolvers," whose life is one continual round of discharge from custody, and recommitment. About thirty-five per cent. of the prisoners in Massachusetts, each year, where these registers are closely scrutinized, are known to have been in prison from one to ten or a dozen times before. As iron is hardened by plunging it first into fire and then into water, repeating the process again and again, until the requisite temper is obtained, so do these repeated arrests and discharges harden the criminal character and render it desperate. But the judges of our courts, while they perceive clearly the criminal tendencies and dispositions of many culprits, yet know the futility of the discipline in jail to effect any improvement in their character; the offense proved is not serious, perhaps; the alternative is between a jail sentence and a release; no reformatory prison for minor offenders of adult age exists in the state, to which they might otherwise be sent; the cost of imprisonment in jail is considerable, especially in comparison with the good realized by society in return for this expenditure of public money; and so the judge, as the best thing to be done under all the circumstances, sends the offender up for a few days or weeks, without any expectation that he will benefited thereby, but with a full knowledge that all the probabilities are against it. The lightness of the punishment inflicted encourages in the convict that contempt for the law to which he is naturally inclined, and disposes him to continue in a career which seems to be easy enough, or at least as easy as any other form of life within his reach. Thus society, by its own want of foresight, its indifference, its indolent self-indulgence and toleration of evils which it would cost more effort to obviate than society is willing to make, actually trains offenders, stimulates and qualifies them to become great criminals. In effect, crime is not punished at all, nor is any intelligent attempt made to reform the offender, so long as the crime assumes the form of a mere misdemeanor. Not until it reaches the stage of actual felony does society make any earnest attempt to grapple with the evil.

What is the remedy for a condition of things so disgraceful and so discouraging? It may be said, at once and frankly, that so long as the state evades its responsibility for the treatment of all offenders against

state law, and offenders of the minor class are left, as at present, to be dealt with by the authorities of the several counties, there is no remedy. It is no reflection upon the county governments, to say that in the nature of the case they cannot adequately or successfully discharge this function. The responsibility of the failure which has every where attended the attempt, rests not upon the counties, but upon the shoulders of the state, which has assigned to them a task impossible of execution by them, but which the state itself should have assumed and performed. The first step towards the reform of the prison system, so earnestly desired by the members of this Congress and by their constituents at home, must be the assumption by the state of the custody and control of the entire body of convicts, of every grade.

Let us look for a moment at some of the consequences involved in the present policy of scattering the convict class through a multitude of minor prisons, instead of concentrating them in institutions large enough to admit of the enforcement of a uniform, intelligent, reformatory discipline. Consider, first, the expense. The number of jails in the United States may be roughly estimated at two thousand. Here are two thousand separate buildings, of which a great number are larger and more costly than would be necessary, if they were, as they ought to be, simply houses of detention, and not of incarceration after trial and sentence. Prisoners confined in them do nothing towards the defrayment of the cost of their subsistence, which is therefore a total loss to the community. The price paid for their maintenance includes a profit to the jailor, as his remuneration for the service, which must be larger in proportion as the number of prisoners is smaller. There is some point in the cant word for a jail, on the lips of the people--the "Hotel de Russel" or "de Jones." Evidently it would be unreasonable to expect of the counties that they should be at the additional expense of introducing a reformatory discipline, including labor, together with intellectual and moral culture. In larger prisons, owned and controlled by the state, the means of labor would be an essential part of the organization, and the expense of instruction could be met from the proceeds of such labor, while the actual cost of maintenance would be materially reduced. But in most counties it is utterly impracticable to provide employment for prisoners: the number under confinement is too small and too variable to make it worth while. Here and there a prisoner may find work for himself, like the tailor in one of the southern states, who advertised in the local newspaper that as the county furnished him board and lodging gratis, he thought he could afford to work cheaper than any of his competitors, and therefore invited the custom of the public. I remember seeing a very respectable looking German woman, in jail for selling

beer, a beverage which she regarded as innocent as tea or coffee, who employed her time in making clothes for her children. She, by the way, was shut up with a common prostitute; and the effect of such injustice upon her was clearly shown by her remark to me, as I bid her good-day, "de next time, I sells *risky*." But compulsory labor implies a compelling force behind the laborer, and this force cannot be supplied in a common jail. It would cost more, as the saying is, than it would come to. Not only is the number of prisoners too small, but the average term of imprisonment is too short. In Massachusetts, this is about thirty days; in Ohio, about twenty; in Michigan, about ten. For these reasons, the statutes authorizing or requiring the employment of county prisoners are nearly everywhere a dead letter: they cannot be enforced. Another difficulty in the way of introducing labor into county prisons is the association of innocent and suspected persons with those under sentence. The latter might be compelled to work, but the former could not; and it would not be easy to have a part of the population of the prison employed, while the other part remains idle. But labor is the essential feature of all good prison discipline: it not only relieves the tax-payers partially, at least, from the burden of the support of the criminal class, but to the criminal himself it is the surest method of impressing upon his mind the impossibility of escaping from the necessity of labor by a life of crime, the best instrument for developing his mental and physical power and preparing him to lead a life of honest industry, and next to vital religion the most certain means of eradicating his criminal dispositions. No reformation of the criminal is possible without it. So of instruction, secular or religious: it cannot be successfully or systematically imparted to the inmates of an ordinary jail; it is too expensive, and requires a larger number of subjects, under a more rigorous discipline, than any ordinary jail can furnish. All the agencies known and recognized as reformatory in their tendency and effect, pre-suppose, for their employment, a prison larger and more highly organized than can be maintained by a single county, at its own expense.

The proof of these statements is in actual experience. The evils of the jail system are recognized and admitted by county officials, but what can they do? I suppose that in the state of Illinois, I could hunt up and cite, from the records of the proceedings of grand juries, several hundred, if not a thousand separate indictments at different dates, of different jails, as a public nuisance—but what effect other than a moral effect, has the report of a grand jury? They cannot reform the laws, they cannot appropriate money, they cannot control the action of county courts or county boards of supervisors; their reports are filed away in a pigeon-hole, and in many cases not even read.

Any interposition, to be effectual, must be by the state. The counties are powerless to furnish a remedy.

But in what form must interference come from the state, in order to be effectual? No answer to this inquiry is complete, which does not embrace three elements, namely: district prisons, a single head, and the power of transfer. To this may be added, a reformatory discipline, in all prisons; and a different discipline, in each prison, for each distinct class of prisoners. The question what constitutes reformatory discipline, has not been assigned to me for discussion, and lies outside of the prescribed plan of the present paper. It is one advantage of the proposed assumption by the state of the responsibility for all criminals convicted of crime, that whenever the state is brought to take this position, the subject of prison discipline will become a matter of more immediate and vital concern to our state legislatures. The principles involved in it will be discussed, not merely in these voluntary conventions, which have no legal powers or responsibility, but in the halls of legislation. We may then look for some more practical outcome of the discussion.

Experience and observation have taught us that in the matter of crime, prevention is better than cure; that if we would diminish crime, we must first of all seek to reclaim juvenile offenders; that the criminal character, if left to itself, soon hardens into irreclaimability; that few experienced, habitual criminals are ever reformed. In this respect, as in many others, we perceive an analogy between crime and insanity. Physicians tell us that insanity, if taken and treated in its earliest stage of development, is eminently a curable disease; but if left to itself, soon becomes incurable. There is a criminal, as well as an insane diathesis; the physical and social causes which give rise to insanity and to crime, are to a great extent identical; many of their manifestations are alike; the treatment of the two is not wholly dissimilar. The relation between insanity and crime is at least as close as that between insanity and genius. But the state ignores the early manifestations of criminality, it temporises with the evil, gives it time to ripen and bear fruit, and attempts reformation in the penitentiary, after the hope, if not the possibility of effecting a reformation is already passed. If the state would make suitable provision for the reformation of incipient criminals, there can be no doubt that the number of great criminals would be lessened. At present, the county jails are an almost insuperable obstacle to such action on the part of the state.

Our houses of correction are far less expensive, proportionately to the number of their inmates, and far more effective as a restraint upon crime, than our jails, because they are organized upon an industrial basis. An industrial organization for all prisons would not overturn

the fabric of the criminal law. Even if the hope of reformation is visionary, as so many believe it to be, yet a system of prisons in which labor could be made compulsory upon all sentenced offenders would be better for the prisoners and better for the public than the existing jail system. It would be more effective simply as a deterrent from the commission of crime, for compulsory labor is itself a severe punishment.

But in the reform schools of the country, the reformation of the criminal is recognized, admitted and put in force as a basis of discipline. Is the greater success of reform schools than of penitentiaries in the work of reformation due solely to the age of the inmates? or may it be attributed in part to the difference in the principle on which they are organized, giving prominence not to the expiatory but to the reformatory idea, and regard not so much to the offence as to the offender? In the reform school, too, the sentence, if not indefinite, is longer; and the prisoner, if he can be so called, is given the means of shortening the duration of his stay in the institution, not simply by the operation of a good-time law, but by an absolute or conditional release, whenever he is able to satisfy the authorities of his genuine moral improvement. The improvement of our prison system undoubtedly lies in this direction.

The size of the districts into which a state may be divided for prison purposes cannot be definitely stated, because it depends upon local circumstances and conditions. The number of prisoners in a single prison should be sufficient to admit of profitable employment, and of effective organization for purposes of discipline. It ought not to be so large as not to admit of individual acquaintance and influence by the head of the prison, who should be selected and retained in his position not for political reasons, but on account of his qualifications and ability. The number of prisons necessary for a state will vary according to the population, its diversity, and the facilities for travel. If a state were divided into districts, for crime, as for insanity, and all sentenced criminals of a minor grade were committed to the prison of the district in which the crime was committed or in which conviction was had, and placed at hard labor, the state might furnish the prison structures, and the cost of maintenance might be regulated by the state, but the excess of cost, if any, over income, might be assessed upon the counties from which convicts were sent, in proportion to the number maintained. The organization and discipline of district prisons would correspond to that of the penitentiary, but the discipline might be lighter and the sentences might be shorter. It would be an advantage to have them longer than an ordinary jail sentence; and one argument for the establishment of such prisons, is that the judges will naturally pronounce longer sentences, if the cost of service were less



and the probability of a happy result were greater. In this way, the community would be relieved for a longer period of the depredations committed by criminals, and the number of criminals to commit depredations might be sensibly reduced.

Before closing this hasty and incomplete survey of the subject under discussion, one question remains to be considered, namely, what disposition should be made of arrested persons, pending trial. If the state assumes the control and custody of all convicts, and they are no longer confined in county prisons, after sentence, then the jails will at once become mere houses of detention. It may be assumed that the present system of holding court in each county will not soon be abandoned. So long as this is the practice, each county will, of course, require a jail for prisoners whose cases have not yet been determined and passed upon. But the present jails, as they have been described, are not fit places to be used for this purpose. A thorough reform of the prison system of the country would require the construction of houses of detention upon the Pennsylvania plan of complete isolation. A prisoner not convicted is entitled to protection from contamination, and the state owes it to itself to guard against the propagation of crime through the contamination which follows promiscuous association and intercourse. A model house of detention ought to prevent any one prisoner under confinement from seeing or communicating with any other prisoner in the same prison. If it is objected that such isolation would itself be a hardship and punishment, the answer is, that it is for the mutual good, both of the prisoner and of society at large. If it is said that long confinement in seclusion might prove dangerous or fatal to the prisoner's bodily and mental health, to that it may be replied, that a more speedy trial is desirable in the great majority of cases. The unnecessary or intentional delays of the law are one of the abuses which require a remedy. Isolation would operate upon the mind of the accused person to awaken in him a desire for an early solution of the question of his guilt.

It will be observed, that in this paper nothing has been said directly upon the subject of the construction and management of county jails, for the reason, that the one aim of the writer is to secure the abandonment of the jail system, in its entirety. It is a painful sight to witness large sums of money expended in the attempt to improve that which is radically vicious in principle. Every dollar invested in a new and splendid county prison upon the present plan is so much money spent to perpetuate a system which is evil in itself and from which nothing but evil can be looked for, or at least very great evil, along with a certain amount of good, the good being more than counterbalanced by the evil.

To recapitulate, in a few words, the leading thoughts which have been presented for your consideration.

1st. The present jail system, for reasons sufficiently indicated, is hopelessly, irremediably bad.

2d. The evils complained of grow out of the fact that few counties are strong enough in wealth and population to maintain a prison conducted upon the reformatory, as opposed to the expiatory idea.

3d. The remedy must lie in the discharge by the state of its proper responsibility respecting the criminal class, by assuming the immediate custody and control of all convicts.

4th. The state ought to administer its prison system with constant reference to the extirpation of crime by the reformation of those who constitute the criminal class.

5th. One element of any rational and practical administration of that system is the gradation of prisoners, for different classes of prisoners; this gradation to be based not upon crimes committed, but upon the criminality of character manifested by those who commit them.

6th. The only prisons to be maintained at the expense of the counties, should be houses of detention for the suspected or accused.

7th. Houses of detention ought to be constructed with separate cells for the solitary confinement of the inmates.

It is too much to hope that the reform for which I have contended will be immediately accomplished. But this year, 1876, the centennial year of our national independence, a time when the nation is engaged in calm reflection upon the experience gained during the past century, and in noble resolution for the century to come, is of all other years a year in which it would become us to commence the work; and the great popular revival of the spirit of honesty, shown in the real and pretended indignation against all proved or suspected fraud, especially in public life, may encourage us to hope that among other projected reforms the reformation of our prison system will not be forgotten or overlooked. If the people knew and could realize the deplorable evils which I have sketched, they would not endure them for one moment longer than is unavoidably necessary.

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NOTE:—The foregoing article was prepared by the Rev. Fred. H. Wines, the Secretary of the Illinois Board of Public Charities, and was read by him at the national prison congress, held in New York, in May, 1876

## APPENDIX III.

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### THE TREATMENT OF PAUPERISM.

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The problem of pauperism, approach it as we may, from the theoretical or from the practical side of the question, is, and we may, at the outset, frankly confess it, insoluble. It is not like the problem of perpetual motion, to which there is no answer, so that the student, after years of research, is as far from the goal of his thinking as ever. It is rather like the squaring of the circle, a problem which admits of an answer, but we cannot find terms in which to express it. We continually approach nearer to a correct mathematical expression, but the final solution forever recedes in the distance. Poverty and property are correlative terms. The possession of property by a portion of the community involves its non-possession by another portion. The causes of the unequal distribution of wealth lie deep in the foundations of human nature and of the social organism. Not only is it true to-day, as it was eighteen centuries ago, that the poor are always with us; we may go further, and say that the nature and extent of the claim to relief, on the part of the poor, have not been and never can be fully or accurately stated. In the words of M. Thiers, the distinguished president of the French Republic, who for eleven years of his life directed the most extensive charitable administration in Europe: "Nothing has been finished, and we predict that to the end of time no one will ever enjoy the honor of completing the work." The difficulty to be surmounted is threefold. It consists, first, in the difficulty of finding the right mean between two extremes, the extreme of too much relief and too little; second, the difficulty of discriminating between worthy and unworthy subjects of charity; and finally, the difficulty of defining and determining what constitutes worthiness or unworthiness, in this respect. The history of the administration of charity is the record of a perpetual series of mistakes in judgment. No system of public aid, no private benevolence, will ever be free from similar errors, on one side or the other of the line which divides the warm impulses of human sympathy from the colder

deductions of political economy. As a wealthy citizen of Cincinnati, noted for his liberality, once said, speaking of the results of his own experience in repeated attempts to administer his gifts wisely and well: "It is easier to make a fortune, than to give it away." He could not decide the doubt which existed in his mind, whether, on the whole, he had done more good or more evil by giving, but he inclined to take the darker view.

This may seem to be a very discouraging introduction to the discussion of the subject which now engages our attention. As we proceed, however, we shall see that enough is known of pauperism to serve as a guide through the morass. We may not find our way out, but we need not be submerged by the mud and water. The ancients did not know the extent of the world, but they had some excellent maps of the Roman Empire. In all ages, the greatest minds have busied themselves with inquiries into the cause and cure of existing social ills, and this question of pauperism has not been beneath the notice of such illustrious rulers as Charlemagne, Louis the Fourteenth and Napoleon Bonaparte. In the capitularies of Charlemagne, we find a pithy direction to the effect that no one need take thought about giving to mendicants who labor not with their hands. Louis XIV. attempted to dry up the sea of pauperism by the establishment of charitable institutions, and forbidding all persons to give alms to beggars in the streets or public places, all motives of compassion, pressing necessity or other necessity notwithstanding. He forbade landlords to harbor or lodge beggars on their premises. But instead of drying up the ocean, he failed to diminish it by a single drop. When, in the time of the French Revolution, the National Assembly undertook to "eradicate pauperism," they assumed that the duty of providing for the subsistence of the poor is not less sacred than that of securing the prosperity of the rich; and a committee reported that "every man has a right to his subsistence. The relief of indigence is a debt due by the state." Without qualification, the doctrine thus boldly enunciated is full of peril to the state. Napoleon blotted the act declaring this principle from the statute book. But although he wrote to Neckar, the minister of finance, "I attach a great importance and a great glory to the plan of destroying mendicity," and he imagined that all the details of such a plan could be agreed upon in a month, he was defeated, as others had been, by a combination of forces inherent in society and beyond the control of human sagacity or resolution. The "eradication of pauperism" is a feat as impossible of execution as the abolition of disease and death. But the physician does not, in the presence of an enemy whose superior strength none knows better than himself, relax his efforts to beat back the great destroyer and postpone his triumph, if it be but for a few brief moments. Nor do we lose our

respect for the medical profession, because there are differences of opinion among medical men as to the nature of diseases and the proper remedies to be employed for their cure. Pauperism and all other forms of evil are indeed a stone of Sisyphus, and mankind is Sisyphus himself. The stone which we roll up hill continually rolls back upon us; but we may and do, by our exertions, prevent it from rolling over us and to the bottom.

In the distribution of property among men, we may distinguish four grades or conditions, which are not sharply distinct from each other, but whose edges or outlines, so to speak, melt into one another; namely: wealth, competency, poverty and pauperism. Wealth consists in the possession of a superabundance; poverty in the lack of means sufficient to maintain life comfortably; but pauperism is a lower deep than poverty—it is poverty become chronic and incurable. It is poverty so great that its unhappy subject can no longer maintain life at all, by his own exertions, but must perish, without assistance, and the assistance given must be permanent in its nature.

The amount of property in the possession of an individual or of a family is governed by two factors, accumulation and expenditure. All life is motion in one or the other of these directions, and there is no life without both, which are to each other what the ebb of the tide is to its flow, or what the systole is to the diastole of the pulse. All life is rhythmic; it is pulsation. It needs not the genius of a Micawber to teach us that an excess of accumulation is growth, and an excess of expenditure is decline.

When we seek to account for the riches of one man, and the poverty of another, we find the explanation, therefore, in the relation in his case of expenditure to accumulation; and this again is determined by the same two elemental influences which give shape to all events, namely, constitution and circumstance, or what it is fashionable in those days to call "the environment." Whatever cause deprives any man of the ability in himself to obtain possession of property, or of the ability to hold it, when in his possession, tends to impoverish him. His nature, his personal characteristics, his intelligence, his desires, his habits, his force of will; how is it possible that these should not affect his status with respect to property, and this in two ways, by increasing or diminishing both his earnings and his savings? But, on the other hand, something more than capacity is requisite, in order to the accumulation of property, and that is opportunity. Circumstance, and circumstance alone, often decides destiny. The ability to earn money, joined with ability to keep it, will avail a man nothing, if circumstance deprives him of access to the sources of wealth, or compels him to expend all that he receives. And circumstance includes everything—nature, Providence, chance, fate, the organization of the

universe and of human society. So deep are the roots of pauperism in life.

But we may and must take yet another step. To both of these factors, constitution and circumstance, a certain hereditary character attaches. The researches of modern science bring daily more clearly into view the nature and extent of the links which bind the present to the past. The present is the child of the past; the succession of cause and effect is eternal; each effect is in turn a cause; and all progress is simply the unfolding of an organism, all whose parts and their functions were, in a sense, wrapped up in the germ from which the whole sprang into being. The great law of heredity is identity, that is to say, like begets like. The variations observable between individuals and their progenitors, are partly the result of the multiplication of ancestors, and partly of the altered conditions of life. But so strong is the impress of heredity upon the nature of individuals, that it more than counterbalances the influence of training and education. When we contemplate the pauper, we must reflect that he is the product of a long succession of causes, of parental influences which have been at work for generations. If it required many generations to evolve, from the mass of men, a Shakspeare, many generations also conspired to produce a Margaret. "The curse causeless shall not come;" and the question of the Jews, "Master, who did sin, this man or his parents, that he was born blind?" was a very proper inquiry, except in so far as it implied the conception in their minds that blindness is a judgment for sin. In reading Christ's reply, the emphasis should be placed on the word "sin." "Neither did this man *sin*, nor his parents." But if bodily and mental peculiarities are thus transmitted from parent to child, and our constitution is predetermined for us, through the operation of ante-natal conditions, what shall we say of the time, place and circumstances of our birth and subsequent career? The Irishman's remark, "I was born in Cork, but sure an' I might have been born in Dublin, an' I had a mind," whimsically expresses the absurdity of the supposition that we can alter or determine for ourselves that situation in life to which the event of our birth consigns us, with its attendant limitations or possibilities.

Such reflections as these, which force themselves upon the mind of every thoughtful man, will aid us not only in accounting for pauperism, but in its analysis and definition. The fundamental difficulty in the practical administration of charity is, as we have seen, the difficulty of distinguishing. We have to distinguish the proper subjects of relief, the kind and method of relief, and the extent of relief.

The subjects of relief are the truly poor, to whom it is a necessity. But shall we consider, ought we to consider, not simply the question of present distress, but that of the causes which produced such dis-

tress? How can we help considering it? It is true that, in a general way, humanity and duty require us to relieve all suffering, so far as such relief may be within our power. "Do good unto all men, as ye have opportunity." We are commanded to imitate our Father in Heaven, who "maketh His sun to rise on the evil and on the good, and sendeth rain on the just and on the unjust." We cannot, however, extend the same sympathy to the man whose sufferings are the result of his own improvidence and vices, as to the man who is the victim of some misfortune which has arisen independently of his own agency. So, in the apostolic constitutions, to the words, "Give to him that asketh thee," this comment is added, "that is to say, provided he is actually in want;" and Basil, the Christian father, commenting upon the same precept, calls attention to the example of the apostles, who distributed from the common stock "to every man as he had need." Only thus, he remarks, can we put a stop to the abuse of begging. The knowledge that a man has brought his wretchedness upon himself will necessarily tend to check the disposition, which we might otherwise feel, to grant him aid. Yet even here, we are met by the question, how far the improvidence or the vices which excite our indignation may have been an unfortunate inheritance from his progenitors? and if we are not plunged into a metaphysical fog respecting the existence of any moral responsibility whatever, we must feel, at least, the difficulty of justly apportioning such responsibility, so as to pass judgment upon our fellow men.

Our first duty, in granting charitable relief, is to inform ourselves as to the necessity for it. It seems needless to say that the story of the applicant is as likely to be false as true. More likely, for the worthy poor are slow to reveal the fact of their destitution, unlikely to apply to strangers for assistance, and often unable to attract attention; while the professional mendicant has the oily tongue of a practised liar, who has thoroughly felt the public pulse, and knows every art likely to secure, from the credulous, sympathy or credence. Aid granted to impostors is so much money taken from the fund which ought to be devoted to the relief of actual suffering. It is also a premium upon beggary, unjust to the honest laborer, who perhaps earns less in a week, by his labor, than the beggar obtains in a day by deception. Relief is unnecessary in either of two cases: First, where the applicant is not suffering; and second, where he has the ability to help himself. Suffering may be and is simulated, in a great number of ways, known to beggars, to physicians and to poor-masters. Relief should never be given to one who is detected in any falsehood; nor to a professional beggar; nor to one who refuses honorable work, which he is capable of performing; nor to a stranger without inquiry, if inquiry is possible; nor to any stranger, by a private person, if public

provision has been made for the care of such. These rules are not without exceptions, but the exceptions are rare. A vast amount of pauperism would be blighted in the bud, if the investigation of alleged cases of destitution were more common, and if, where investigation is impossible, the aid solicited were uniformly refused. It should always be remembered that beggary is a trade.

We cannot, however, pass this portion of the subject without remarking that men sometimes err in supposing that physical strength is all that is necessary in order to secure a livelihood. The appearance of strength may be deceptive. But how many able-bodied men are, from intellectual or moral infirmity or the want of proper instruction, actually incapable of self-direction. How many lack tools with which to labor, or are incapacitated on account of some peculiarity of character, or some unfortunate association, from finding employment, or if found, from giving satisfaction to their employers. Do we not all know men who seem to need a master? There is no doubt that there are men who are aware of the fact, who become desperate, through repeated failure, followed by inevitable loss of self-respect; and, in their desperation, if they do not commit suicide, they drift into the army or into the penitentiary, according as they are or are not criminals in their character or disposition.

We must distinguish between paupers who are and who are not able-bodied. It is a just rule, that if any will not work, neither shall he eat. While we extend, to the man who cannot work, the loving sympathy which we should desire for ourselves, were we in his situation, the man who will not work, when and where he has the opportunity, is little better, often no better, than a criminal. A little starvation will do him no harm, but a great deal of good, and he may even need some severer punishment to rouse him to action.

Having thus set the impostor on one side, as unworthy of sympathy or assistance, we turn to the truly needy, who may be paupers, in the absolute sense of the term, or who may be only victims of poverty, which may not be permanent or irremediable. Poverty is incipient pauperism. Since the great evil which afflicts communities is not poverty, but pauperism, it is to poverty that we should first direct our attention. The prevention of pauperism is better, easier and cheaper than cure.

The relief of the distress incident to poverty is not always necessary or desirable, for the reason that the hardships which poverty entails are often the very discipline required to strengthen character; and they tend, by their severity, to compel their victim to exertion on his own behalf, with a strong probability in his favor that he will overcome the obstacles in his path, and emerge from a condition which is only temporary, as a boy outgrows his youth. The aid extended to



the poor may be material or moral, but moral aid is far the more important of the two. Pecuniary assistance often relaxes the fibres of the poor man's nature, teaches him to depend upon others rather than upon himself, accustoms him to a habit of expenditure beyond his means, demoralizes him, pauperizes him. What he needs is rather encouragement to believe that he will yet shake off the burden which weighs him down; a kind word, a friendly grasp of the hand, some token upon which his self-respect may fasten and feed. He needs instruction, also; advice respecting his course; information as to the ways and means of success in life; a chance to succeed, and help to avail himself of it. Above all, he needs employment and fair wages. There would be less poverty in the world, if there were less avarice. The liberal expenditure of money by those who can afford it, is one of the surest, most efficacious preventives of pauperism. In times of general distress, like the present, we hear on every hand the cry of retrenchment, economy, the husbanding of resources. In a restricted degree, this advice is right and even necessary. It is undoubtedly true, that a nation cannot repair the waste occasioned by a great war, except through the curtailment of its expenditure; that men in debt can relieve themselves of debt only by the exercise of a strict personal economy; that the settlement of debts by private persons, and the assurance of an ultimate settlement of the national debt, is the only practicable mode of restoring public confidence and putting an end to the existing financial crisis; that the uncertainty in men's minds respecting the future is a barrier to the safe investment of capital, and that this is the reason why the capital of the country is to so great an extent unemployed. But it is also true that the non-employment of capital involves the non-employment of labor, for labor and capital must unite, to make either the one or the other productive; and the expenditure of money, just now, by those who have it to spend, would afford instant relief to many who are sinking down to destruction, to become a perpetual burden upon the resources of the country. The country needs nothing to-day, so much as a restoration of confidence, and the unlocking of the vaults in which the money of the country is locked up as the grain of Egypt was stored in the granaries of Pharaoh, at the time of the seven years' famine, when the people sold themselves to Pharaoh for bread.

In this respect, that is, in respect of the organization of society and of the laws, with a view to the prevention of poverty by preventing the undue accumulation of wealth on the part of the few, the institutions of the great Hebrew law-giver were remarkable for their wisdom. He founded the Jewish state not upon commerce, but upon agriculture; he ordered "that the national domain should be so divided that the whole six hundred thousand free citizens should have a full

property in an equal part of it, and, to render this equality solid and lasting, the tenure was made inalienable, and the estates, thus originally settled upon each family, were to descend by an indefeasible entail, in perpetual succession;" he forbade interest upon money lent; and he instituted the year of jubilee, which terminated every contract, set free every slave, canceled every debt, and restored to every man his family inheritance. Without asserting that the theocracy of that age is a model for us in the present day and generation, yet these provisions of the Mosaic code illustrate the principle, that the barriers against poverty must be found, if anywhere, in the social and legal organization of the commonwealth; that the laws and usages relating to property directly affect the condition of the poor; and that the relief of poverty by almsgiving, public or private, is essentially incomplete and temporary, though it may, in many cases, lift the poor man out of his poverty and place him on his feet.

That the incipient and lighter stages of poverty are more effectually ameliorated by private than by public charity seems to be beyond dispute. Private charity is less formal, less systematic, less ostentatious, and it affords room for the play of personal feeling upon both sides. It is this interchange of sympathy and regard, which renders it more efficient for good to the beneficiary, while, on the other hand, it opens the heart of the giver. The great evil of public relief is that the intervention of the public officer, who is a mere functionary, an agent for others at their cost, not his own, separates the parties, prevents them from knowing each other's condition or feeling, dries up the springs of charity and of gratitude within their souls, reduces charity from an impulse to an art, robs it of the attribute of spontaneity, and makes it resemble the throwing of a bone to a dog. In these respects, private charity has greatly the advantage of it. So far from discouraging private charity, when its objects are deserving, it should be encouraged, and the aid of the municipal authorities should be invoked simply to sustain and supplement it, where it fails to accomplish all that is demanded.

But pauperism is an evil too great, too wide-spread in its extent, too far-reaching in its consequences, too minute in its ramifications, to be left to the hap-hazard of individual caprice. The whole community is too deeply interested in its suppression within the narrowest possible limits, by every possible means. Unless its growth can be arrested, it is, like a cancer, a fatal disease. The expense which it entails is a burden of which every tax-payer may rightly be compelled to bear his share. It springs up in so many ways, it assumes so many forms, it touches society at so many vital points, that the state can not afford to ignore it, to let it alone, nor to entrust its oversight and treatment to incompetent hands.

The state may, indeed, interfere for the prevention of pauperism, by the relief of poverty before it reaches its final stage. This it does, in its care of orphans and of unfortunate children. It does this, whenever it grants from the public treasury what is known as "out-door" relief, that is, the payment of the board, or doctor's bill of a poor person not a pauper, without requiring of him that he shall take up his abode in the alms-house or become a permanent charge upon the public. There can be no question, that this form of relief, properly administered, is speedier, cheaper and more effective than any other. But the difficulty lies in the administration of it, which, in the hands of private persons, at their own cost, is safe enough; but in the hands of officials, it tends to grow, out of all proportion to the demands of charity, and to degenerate into a costly favoritism. Sometimes, it is even employed as a political engine for the advancement of aspirants to popular favor. It is easy to be liberal, at other people's expense; it is not easy to say "No!" to an applicant, when one has the power to say "Yes!" Numerous instances have occurred, accordingly, in which counties have found it necessary to abolish all out-door relief, for a longer or shorter time, and refuse aid, except in very extraordinary cases, to any who refuse to receive it at the hands of the alms-house keeper, and on the premises.

Pauperism proper is ordinarily most satisfactorily treated in institutions, rather than in private families. The system of leasing paupers to some farmer or other person, who offers to take care of them at the least cost, has been thoroughly tried, and the results are so unsatisfactory, that it is now almost entirely abandoned. The management of county alms-houses is a subject, however, upon which I do not design to enter, now and here; and I pass it, with the single remark, that if proper discrimination is exercised as to the admission of paupers, neither humanity nor policy require or justify harsh treatment of these admitted. Nor need a county farm, under good management, be a very great expense to the county, while the paupers, if they raise their own provisions, are entitled to the very best which they can raise for themselves. In a word, the whole art of managing paupers consists, first, in discrimination, in the refusal of help to those who do not need or deserve it; and then, in giving prompt, effective, ample aid to those who do. The public does not desire that the paupers whom it chooses to support shall be starved, to keep those whom it refuses to support away from the poor-house. The responsibility for discrimination rests upon the overseers of the poor; let them assume it, instead of shifting it upon the paupers, and compelling them to pay the penalty of their own official indolence or incompetency.

We come, now, to consider another variety of pauper—so-called—the vagabond or tramp, comprehending, in the language of Dogberry,

all "vagrom men." The tramp is, comparatively speaking, a modern invention, but the evil is wide-spread and growing rapidly. In its present extent, it has undoubtedly been aggravated by the pressure of the hard times and the great number of men out of employment. No one annoyance is attracting more attention from the American people. But the real nature and probable outcome of the evil is very imperfectly understood.

We must not confound the tramp with the traveling mechanic in search of employment. It may happen to any man to be out of work and out of money at the same time. If, in such a situation, he cannot obtain work at home, he must seek it elsewhere. At present it is not easy to find. The search, therefore, may require him to make long and distant journeys, mostly afoot, during which he must subsist on charity or on the scanty earnings accruing to him from an occasional job. All the trades recognize the right to make such journeys, and the claim of the journeyman to succor in his condition. In the majority of such cases, however, inquiry would probably reveal the fact that this temporary destitution might have been avoided, had its victim been as industrious, as steady, as economical as other men of his class. Neither is the traveling workman likely to beg from door to door. If he is an honest man, he is honestly searching for work, not an applicant for charity, and he naturally looks up, in every town which he visits, the men of his own guild, who will most truly sympathize with him, and are most able to advise and help him. In the middle ages, Free Masonry was a great boon to labor, because it furnished the laborer with a non-transferable certificate of his qualifications for labor. Then, when the art of printing was not yet invented, when the ability to write or to read writing was a rare accomplishment, the initiation of a working man into the brotherhood enabled him to travel at his ease, because the grips, signs and passwords of the order, of each degree, were taught him only as he was qualified by his skill as an artisan to receive them. They were a passport to employment, and entitled him to support from the members of the order, while on the road. The progress of civilization has rendered this feature of masonry not only unnecessary, but inoperative. Our loose system of employing any man, without respect to his qualifications for performing the work entrusted to him, and without inquiry into his antecedents, associations or record, has opened the door wide to imposture; and impostors, at a time like this, recognize their opportunity and make the most of it. Of the vast number of men who run up and down the country, asking for meals at every door, there is reason to believe that an immense majority are not working men, as they represent themselves to be, but are paupers, vagrants and thieves, who

perceive that the hard times afford a plausible pretext for their vagabondage and importunity.

It is a great error to suppose that there is not a real charm in such a life, for men who are so constituted as to be capable of enjoying it. The wants of human nature, in its primitive condition, are few and simple. Travelers in savage lands tell us that the average amount of happiness among uncivilized tribes is as great as among civilized nations. The difference is one of education, comfort and convenience, which are not essential to happiness. Let a man strip himself of his artificial tastes, engendered by the experience of civilization; let him bid defiance to public opinion and cultivate the spirit of independence both of men and circumstances; let him be indifferent as to the estimate in which he is held by his fellow men and devoid of all ambition to improve his condition; let him, turning his back upon all mankind, throw himself on the bosom of nature for sustenance and solace, and he will find nature open to him sources of enjoyment sealed to the man of society and the denizen of towns, the dweller among men. The great pleasures of all human life are the bounteous gift of nature, which cost nothing and are independent of human interference. That was a great speech of Diogenes to Alexander, when the Emperor, admiring his genius, asked him what he could do for him, and the ragged, unwashed, unkempt philosopher, from the mouth of his tub replied, surlily, "Nothing, but to get out of my sunshine." Even the man bereft of reason, who wanders, cursed and jeered at, the victim of a nervous restlessness which he cannot control, is soothed by the tender touch of the winds, the smile of the sunshine, the sympathetic tears which fall from the clouds. The verdure of the earth, the rich painting of the sky, the song of birds and the cries of animals, the inanimate sounds which now reverberate through the vaulted heavens and now breathe soft and low as the echoes of a gigantic whispering gallery, combine in the recesses of his fevered brain to form the brightest images and the richest harmony. Every mood of nature finds its responsive chord in the human soul; every passion and sentiment of humanity finds expression in the varied movements of nature. Man and nature were made for each other. How deeply the vagabond feels this truth he will never tell us, and we can only divine for ourselves from his acts and choice. The restlessness which characterizes certain types of insanity is the native inheritance of the vagabond. It is a part of his being. Were the tramp a man of property, he would be a traveler, an adventurer, an explorer or a soldier. He will not work; but this is not from want of a certain energy. Not indolence, but the scorn of labor, is at the bottom of this apparent indifference to offers of employment. He will put forth more effort to avoid work than would gain him a comfortable subsis-

tance by means of work. He is in love with his life and revels in its fancied freedom, as the butterfly flits gaily about in the summer sunshine, ignorant or careless of the coming winter.

This aversion to labor is a recognized trait of the criminal character. It is one of the inciting causes to crime. There is accordingly a close connection between the pauper and criminal classes. Everywhere we find the evidences of an alternate generation, crime born of poverty, and poverty begotten in its turn by crime. Everywhere we find a close sympathy between paupers and criminals—the result of a community of experience and ideas. The same man becomes a beggar or a thief, according to circumstances and his conception of his own interests. He begs when he cannot steal—he steals when he cannot beg. He presents himself to us as a suppliant, but is easily transformed into an assailant. The fear of violence at his hands procures for him many a favor granted which was not prompted by charity nor due to his merits. Treacherous, cowardly, brutal, he is often capable of robbery, arson or murder, and so marches from farm to farm, from village to village: an impostor, to be sure, but in a small way a conqueror also, a brigand, who enforces tribute by the awe which he inspires. Defenseless women and timid or easy-going men buy his good will at the cost of public security and to the detriment not only of honest labor, but of honest poverty and misfortune as well.

The law accordingly recognizes vagrancy as itself a crime. Whatever right to consideration may attach to the victim of misfortune, the vagrant, especially the able-bodied vagrant deserves none. On the contrary, sound public policy demands the most vigorous measures for his extirpation. He embodies in his person the principles and spirit of the French commune. He is the seed of a great, impending disaster, the reaction against civilization, the retrograde movement in the direction of barbarism. He is a standing menace to the perpetuity to our free institutions. He may yet prove to be the coming man, and in that event, his appearance upon the stage of political life will be heralded by the red light of rapine and revolution. If you would know the deeds of which he is capable, read the history of the reign of Louis XIV, when 30,000 mendicants, in the city of Paris, were able eight times in a single year to kindle the flame of civil war. We need not go back so far even as the French revolution. Read the history of the late siege of Paris. That the communistic movement has found a foothold in this country, we know. That it is at present insignificant in its extent, we know also. But it has a strong vitality and wonderful power of irregular organization. The most alarming characteristic of the vagrancy which we see springing up to-day, is the tendency which these tramps manifest to go in gangs. In the central part of the state, they have gathered in groups of one hundred

or more, have boarded railroad trains and ridden insolently, without the payment of fare. Some of the roads have been compelled to arm their employees in defense against them, and where they have been refused transportation, they have torn up the tracks and wrecked trains. In Springfield, not long since, one of them, apparently an educated man, made a speech upon the streets, half in jest, half in earnest, in which he eulogized vagrancy, declared himself to be the king of all the tramps, and avowed that a secret organization exists among them with signs, grips, pass-words and regulations. That they have secret modes of communication with each other has long been known to the police, both of Europe and of the United States, and certain mysterious chalk-marks upon the walls of houses in London and New York, or upon the pavements in front, are said to indicate to the initiated the prospect of successful beggary or of rebuff.

But when we ask the question, What are we to do with them? it is not so easy to say. The heroic treatment recommends itself to some natures, who admire the exposure of infants by the Spartans, and the Esquimaux practice of building a hermetically sealed hut of ice around one's aged father and mother, whenever the family medicine-man pronounces that their infirmities and diseases are beyond his power to cure. But the spirit of modern, civilized life is averse to the exercise of undue severity, which indeed, as experience has shown, defeats itself. The milk and rose-water treatment, advocated by sentimentalists like Victor Hugo, is equally irrational and impracticable. Vigorous measures, confined to limited districts, accomplish nothing, except the dispersion of the virus, which finds new channels and new localities for its undiminished activity. The common practice of paying their fare to the next county, in order to be rid of them, is a weak temporization. The true remedy undoubtedly lies in the direction of the recognition of the criminality of voluntary pauperism. But our system and method of dealing with crime in this country, are so imperfect, so inefficient to accomplish any satisfactory reformatory results, that without great reforms in the criminal law and its administration, the mere transfer from the ranks of pauperism to the ranks of crime does not hold out to the philanthropist and statesman any very bright hope of the elevation of the pauper.

The statutes of Illinois provide that "vagabonds, idle and dissolute persons who go about begging, \* \* \* may be confined in the county jail, or in the work-house, if there be any in the county, or in the house of correction, if any there be in the county, to which the county has a right to commit any person, not exceeding six months." [R. S., p. 393.] They confer upon county boards the right and power "to cause to be erected, or otherwise provided, a suitable work-house, in which persons, convicted of offenses punishable by impris-

onment in the county jail may be confined and employed." [R. S., p. 307]. The same power is conferred upon the city council in cities, and the president and board of trustees in villages: "To establish and erect \* \* \* work-houses, for the reformation and confinement of vagrants." [R. S., p. 222]. It is also provided that "any person convicted \* \* \* of any crime or misdemeanor, the punishment of which is confinement in the county jail, may be sentenced by the court \* \* \* to labor for the benefit of the county, during the term of such imprisonment, in the work-house, house of correction or other place provided for that purpose by the county or city authorities." [R. S., p. 413]. The law respecting the establishment of houses of correction is contained in Chapter 67, of the Revised Statutes. In the chapter relating to cities, villages and towns, is the following additional provision: "The city council or board of trustees shall have power to provide, by ordinance, that every person so committed [to the county jail or the calaboose, city prison, work-house or house of correction] shall be required to work for the corporation, at such labor as his or her strength will permit, within *and without* such prison, work-house," etc. [R. S., p. 224].

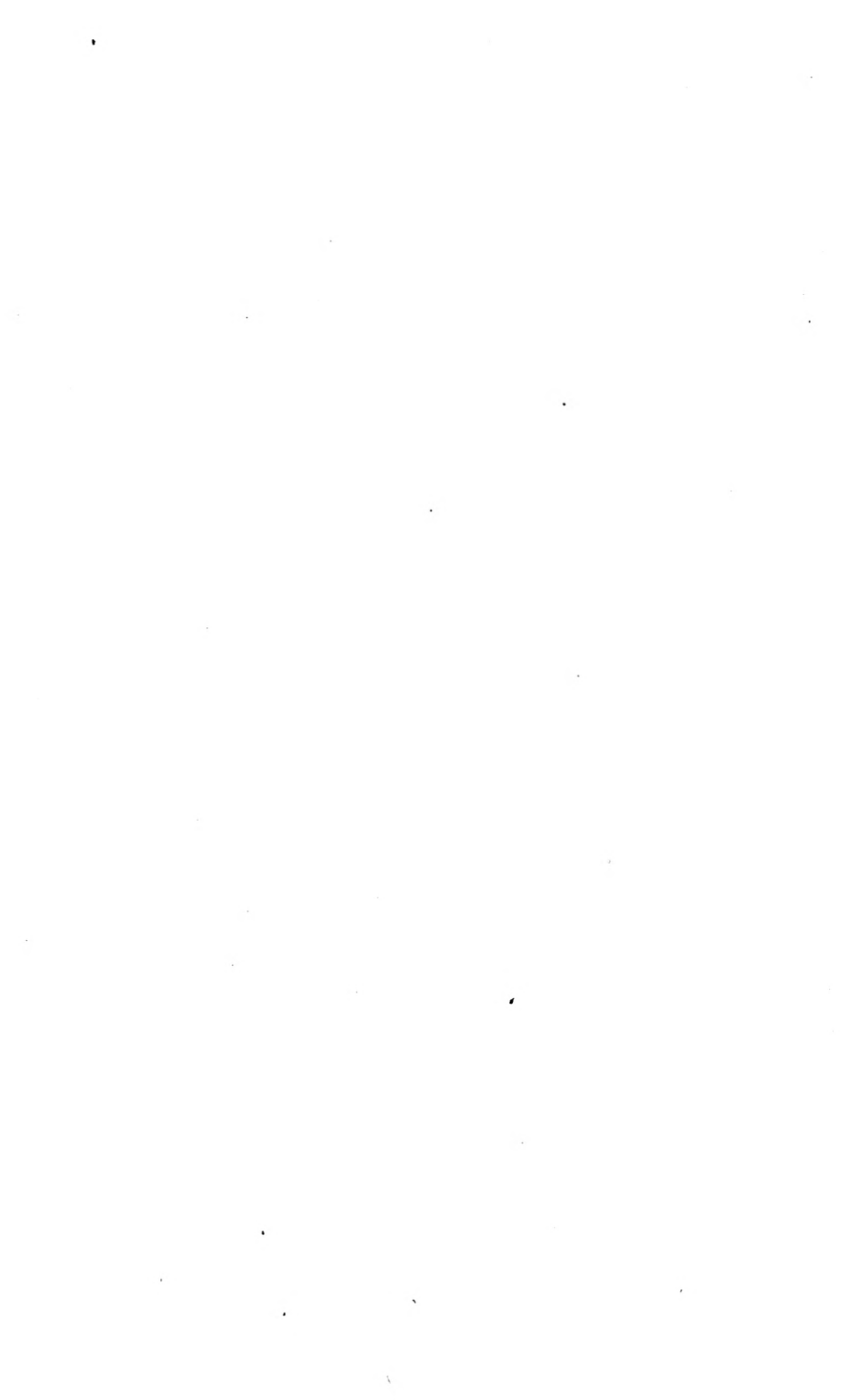
These extracts show that the law contemplates the establishment, in Illinois, of work-houses, for whose organization and government no specific directions are given. Cities are given the power, not granted to the counties, to employ prisoners at hard labor, outside the prison walls, on the roads or streets, to work out their fines, at the rate of two dollars a day for each day's work of not exceeding ten hours. In some of our larger towns, advantage is taken of the latter provision, but no city or county has established a work-house. The reason probably is, that it is not economical for a single county to act by itself in this matter; and there appears to be no authority for joint action on the part of counties lying adjacent and contiguous. The same difficulty has been experienced in Michigan; and at the last annual meeting of the superintendents of the poor, at Coldwater, Governor Bagley, of that state, advocated the establishment of district poor-houses. Whether this system would be best for us in Illinois, is problematical; but if the system of district prisons were adopted, with facilities for labor, vagrants of the baser sort might be committed to them, and there is little doubt that the result would be a decline in the amount of vagrancy.

Meanwhile, it would seem to be entirely practicable for cities infested with tramps to provide a stone-heap in the yard of some suitable person employed as poor-master, and to feed tramps, at the expense of the city, only on condition that they perform a stipulated amount of work. The stone might then be used for paving streets. Citizens might be advised of the arrangement made, and urged to de-



cline the granting of assistance to suspicious or doubtful characters. Without the adoption of some such system as that here proposed, the evil seems likely to grow until it assumes formidable dimensions.

It must be understood that in all that has been said, the distinction has been kept clearly in mind between the deserving poor, whether settled in a given locality or compelled to travel in search of employment, and the professional beggar, the vagrant, who is also a criminal and must be treated as such.



## APPENDIX IV.

## STATISTICAL TABLES.

## [ A. ]

## LIST OF INSTITUTIONS AND SUPERINTENDENTS.

There are at present in the state of Illinois thirteen public institutions in actual operation. We give their names, location, and the date of their respective creation.

Name.	Location.	Created
<i>Correctional.</i>		
Penitentiary.....	Joliet.....	1827
Illinois State Reform School.....	Pontiac.....	1867
<i>Charitable.</i>		
Illinois Institution for the Education of the Deaf and Dumb.....	Jacksonville.....	1839
Illinois Central Hospital for the Insane.....	".....	1847
Illinois Institution for the Education of the Blind.....	".....	1849
Illinois Soldiers' Orphans' Home.....	Normal.....	1865
Illinois Asylum for Feeble-Minded Children.....	Lincoln.....	1865
Illinois Charitable Eye and Ear Infirmary.....	Chicago.....	1865
Illinois Northern Hospital for the Insane.....	Elgin.....	1869
Illinois Southern Hospital for the Insane.....	Anna.....	1869
<i>Educational.</i>		
Normal University.....	Normal.....	1857
Industrial University.....	Urbana.....	1867
Southern Normal University.....	Carbondale.....	1869

## LIST OF SUPERINTENDENTS.

Name.	Superintendent.
<i>Correctional.</i>	
Penitentiary.....	R. W. McLaughry.
Reform School.....	J. D. Seouller, M. D.
<i>Charitable.</i>	
Institution for the Deaf and Dumb.....	Philip G. Gillet, LL. D.
Central Hospital for the Insane.....	Henry F. Carriell, M. D.
Institution for the Blind.....	Rev. F. W. Phillips, M. D.
Asylum for Feeble-Minded Children.....	Charles T. Wilbur, M. D.
Soldiers' Orphans' Home.....	Mrs. Virginia C. Ohr.
Eye and Ear Infirmary.....	George Davenport.
Northern Hospital for the Insane.....	E. A. Kilbourne, M. D.
Southern Hospital for the Insane.....	A. T. Barnes, M. D.
<i>Educational.</i>	
Normal University.....	E. C. Hewett
Industrial University.....	John M. Gregory, LL. D.
Southern Normal University.....	Rev. Robert Allyn, D. D.

## [ B. ]

## LIST OF TRUSTEES OF THE STATE INSTITUTIONS,

(Except the Penitentiary and the Universities), with the duration of their terms of service, respectively.

*Northern Hospital for the Insane.*

C. W. Marsh.....	DeKalb.....	March 1, 1877.
Edwin H. Sheldon.....	Chicago.....	" 1879.
G. P. Lord.....	Elgin.....	" 1881.

*Central Hospital for the Insane.*

Daniel R. Ballou.....	Millington.....	March 1, 1877.
William H. Ellis.....	Greenfield.....	" 1879.
H. G. Whitlock.....	Jacksonville.....	" 1881.

*Southern Hospital for the Insane.*

J. C. Boyle.....	Sparta.....	March 1, 1877.
Amos Clark.....	Centralla.....	" 1879.
C. Kirkpatrick.....	Anna.....	" 1881.

*Institution for the Deaf and Dumb.*

Isaac Lesem.....	Quincy.....	March 1, 1877.
Stephen R. Capps.....	Jacksonville.....	" 1879.
Melvin A. Cushing.....	Minonk.....	" 1881.

*Institution for the Blind.*

Hannibal P. Wood.....	Wataga.....	March 1, 1877.
John H. Wood.....	Virginia.....	" 1879.
John Mathers.....	Jacksonville.....	" 1881.

*Asylum for Feeble-Minded Children.*

Graham Lee.....	Hamlet.....	March 1, 1877.
C. R. Cummings.....	Pekin.....	" 1879.
A. B. Nicholson.....	Lincoln.....	" 1881.

*Eye and Ear Infirmary.*

Daniel Goodwin, Jr.....	Chicago.....	March 1, 1877.
Julius C. Williams.....	Joliet.....	" 1879.
S. P. Sedgwick.....	Wheaton.....	" 1881.

*State Reform School.*

Joseph F. Culyer.....	Pontiac.....	March 1, 1877.
Obadiah Huse.....	Evanston.....	" 1879.
Solon Kendall.....	Geneseo.....	" 1881.

*Soldiers' Orphans' Home.*

James M. Beardsley.....	Rock Island.....	March 1, 1877.
George W. Holloway.....	Georgetown.....	" 1879.
John McNulta.....	Bloomington.....	" 1881.

[ C. ]

## LIST OF APPROPRIATIONS, 1837 to 1874.

The following is a complete list of all appropriations made by the state for the establishment, maintenance and support of the public institutions subject to the supervision of this board.

Year.	Nature of Appropriation.	Per an'm	Specific.
INSTITUTION FOR THE DEAF AND DUMB.			
1839	In order to aid the funds of the asylum, one quarter of one per cent. upon the whole amount of the school, college and seminary fund, annually.		
1847	In aid of the funds of the asylum.....	\$3,000 00	
1849	Ordinary expenses.....	5,367 50	
	For twenty acres of land.....		\$1,000 00
	Building workshops.....		1,500 00
	Smoke-house, wood-house, etc.....		600 00
	Clothing indigent pupils.....		300 00
	Erection of additional building.....		10,000 00
1851	Ordinary expenses.....	10,000 00	
	Completion of centre building.....		10,000 00
	Twelve acres of land.....		1,000 00
1855	Expenses and repairs.....	20,000 00	
	Repairs on main building.....		5,000 00
1857	Ordinary expenses.....	22,500 00	
	Repairs and improvements.....		700 00
	North wing and centre building.....		6,508 13
	Lighting with gas.....		2,000 00
	Furniture.....		1,500 00
	Heating apparatus.....		9,000 00
	Completion of building.....		5,000 00
1859	Heating and lighting.....		8,458 12
	Deficiency.....		16,000 00
	Ordinary expenses—one quarter.....		4,500 00
	Insurance.....	300 00	
	Repairs.....	500 00	
	Ordinary expenses.....	27,000 00	
1861	Ordinary expenses.....	28,500 00	
	Repairs.....	1,500 00	
	Insurance.....	500 00	
	Barn.....		2,000 00
	Enlarging cabinet shop.....		1,500 00
	Ice-house.....		1,000 00
	Coping and iron railing.....		2,750 00
	Wells and cisterns.....		1,000 00
1863	Ordinary expenses.....	28,000 00	
1865	Ordinary expenses.....	45,000 00	
	Furniture.....		3,000 00
	Insurance.....	500 00	
	Improvements and repairs.....	1,000 00	
	Land—seven and a half acres.....		3,500 00
1867	Ordinary expenses.....	45,000 00	
	Repairs.....	2,000 00	
	Insurance.....	500 00	
	Smoke-house.....		1,500 00
	Water supply.....		1,800 00
1869	Ordinary expenses.....	56,250 00	
	Repairs and improvements.....	2,000 00	
	Furniture.....		2,500 00
	Printing press, etc.....		1,000 00
	Deficiency.....		7,746 77

Year	Nature of Appropriation.	Per an'm.	Specific.
1871	Ordinary expenses.....	\$58,250 00	
	Repairs and improvements.....	1,000 00	
	Insurance.....	500 00	
	Pupils' library.....		\$1,000 00
	Relaying floors.....		1,200 00
	Rebuilding south wing.....		45,000 00
1873	Ordinary expenses.....	70,000 00	
	Repairs.....	2,000 00	
	Renewal of bedding.....		3,700 00
	Renewal of roof.....		3,850 00
	Renewal of floors.....		800 00
	Repainting wood-work.....		1,400 00
	Erection of chapel, dining-room and school building.....		60,000 00
	Erection of boiler-house, etc.....		17,000 00
	Erection and fitting up of laundry.....		2,500 00
1875	Ordinary expenses.....	75,000 00	
	Repairs and improvements.....	1,500 00	
	Pupils' library.....	500 00	
	Completing the school building.....		16,750 00
	Heating and lighting said building.....		5,000 00
	Furnishing the same.....		1,000 00
	Rebuilding rear wall of main building.....		5,000 00
CENTRAL HOSPITAL FOR THE INSANE.			
1847	Building and improvements.....		60,000 00
1851	Completion of building.....		6,000 00
1855	Current expenses.....	30,000 00	
1857	Additional buildings.....		66,666 66
	Current expenses.....	36,000 00	
1859	Current expenses.....	40,000 00	
	Completing additions.....		75,000 00
	Furnishing west wing.....		5,000 00
	Fire-proof roof.....		2,300 00
1861	Current expenses.....	45,000 00	
	Completing west wing.....		2,000 00
	Completing rear building.....		9,715 00
	Kitchen and laundry fixtures.....		2,000 00
	Water supply.....		10,000 00
	Removal of privies.....		1,600 00
	Lightning rods.....		150 00
	Inclosing private grounds.....		750 00
1863	Current expenses.....	45,000 00	
	Repairing water works.....		693 39
1865	Current expenses.....	55,000 00	
	Completing east wing.....		75,000 00
	Furnishing east wing.....		5,000 00
	Completing east wing.....		873 31
1867	Current expenses.....		63,205 53
	" ".....	70,000 00	
	Completing east wing.....		9,400 00
	Furnishing east wing.....		2,500 00
	Repainting old building.....		1,200 00
	Enlarging of sewers.....		800 00
	Finishing chapel.....		2,500 00
1869	Current expenses.....	90,000 00	
	Fire-proof corridor.....		5,000 00
	Improving ventilation.....		7,500 00
	Improving water works.....		2,000 00
	New cooking ranges, etc.....		2,000 00
	Patients' library.....		1,000 00
	Insurance.....	750 00	
1871	Deficiency.....		22,000 00
	Current expenses.....	100,000 00	
	Repairs and improvements.....		5,000 00
	Furniture.....		10,000 00
	Boilers, boiler-house and laundry.....		20,000 00
	Insurance.....	1,500 00	
	Library.....		250 00
	Additional reservoir.....		5,000 00
	Ordinary expenses.....		25,000 00
1873	" ".....	100,000 00	
	Repairs and improvements.....	8,000 00	
1875	Ordinary expenses.....	90,000 00	
	Repairs and improvements.....	5,000 00	
	Boiler.....		2,500 00
INSTITUTION FOR THE BLIND.			
1849	To commence building.....		2,000 00

Year	Nature of Appropriation.	Per an'm.	Specific.
1851	To complete building.....		\$5,000 00
1855	Ordinary expenses.....	\$14,000 00	
1857	" " " ".....	14,000 00	
1859	" " " ".....	12,000 00	
1861	" " " ".....	12,000 00	
1863	" " " ".....	12,000 00	
1865	" " " ".....	20,000 00	
1867	" " " ".....	20,000 00	
	Repairs.....	2,000 00	
1869	Ordinary expenses.....	25,000 00	
	Repairs.....		5,000 00
1871	Ordinary expenses.....	20,000 00	
1873	" " " ".....	17,500 00	
	Erection of centre building.....		75,000 00
1874	Heating or furnishing.....		5,000 00
	Furnishing new building.....		10,000 00
1875	Increased expenses.....		5,000 00
	Ordinary expenses.....	25,000 00	
	Repairs and improvements.....	1,000 00	
	Books, maps, etc., for pupils.....	500 00	
	Engine and boiler-house and extension of steam-heating.....		5,000 00
ASYLUM FOR FEEBLE-MINDED CHILDREN.			
1865	Ordinary expenses.....	5,000 00	
1867	" " " ".....	14,000 00	
	Additional building.....		3,000 00
1869	Ordinary expenses.....	20,000 00	
1871	" " " ".....	23,000 00	
	Insurance.....	500 00	
1873	Ordinary expenses.....	24,000 00	
	Insurance and furniture.....	500 00	
1875	Ordinary expenses.....	24,500 00	
	Site, farm, main building, with wings, and plumbing, heating and ventilation of the same.....		185,000 00
SOLDIERS' ORPHANS' HOME.			
1867	Deserters' fund.....		30,400 00
	Land and building.....		70,000 00
1869	Completion of building.....		25,000 00
	Heating and ventilation.....		6,500 00
	Outside improvements.....		3,000 00
	Furnishing.....		10,000 00
	Insurance.....	500 00	
	Ordinary expenses.....	35,000 00	
1871	" " " ".....	50,000 00	
	Repairs.....	1,000 00	
	Insurance.....	500 00	
	School buildings and dormitories.....		15,000 00
	Steam heating apparatus.....		12,000 00
	Kitchen, laundry and boiler-house.....		6,000 00
	Deficiency.....		21,214 81
	Library.....		500 00
1872	Deficiency.....		50,001 00
	" " " ".....		11,250 00
1873	Ordinary expenses.....	50,000 00	
	Improvements and repairs.....	2,000 00	
	Increasing the library.....	500 00	
1874	Mattresses.....		2,805 75
	Iron bedsteads.....		3,567 00
	Pillows.....		375 00
	Sheets and pillow-cases.....		1,050 00
	Blankets.....		990 00
	Bed-spreads.....		1,000 00
	Matting.....		285 00
	Kitchen and dining-room furniture.....		500 00
1875	Ordinary expenses.....	50,000 00	
	Improvements and repairs.....	1,000 00	
	Library, school-books, and other reading matter.....	250 00	
	Cisterns for the storing of water.....		1,000 00
EYE AND EAR INFIRMARY.			
1867	Board of county patients.....	5,000 00	
1869	" " " ".....	5,000 00	
1871	" " " ".....	5,000 00	
1872	Rent of building.....		2,500 00
	Furniture.....		1,500 00

Year	Nature of Appropriation.	Per an'm.	Specific.
1873	Board of pauper patients.....	\$9,500 00	.....
	Rent.....	1,500 00	.....
	Furniture.....	1,000 00	.....
	New building.....		\$28,000 00
1875	Ordinary expenses, July 1, 1875, to June 30, 1876.....	5,000 00	.....
	July 1, 1876, to June 30, 1877.....	10,500 00	.....
	Repairs and improvements.....	1,000 00	.....
	Furniture.....		4,000 00
	Surgical apparatus.....		300 00
	Barn.....		2,500 00
NORTHERN HOSPITAL FOR THE INSANE.			
1869	Land and building.....		125,000 00
	Completing north wing.....		38,585 26
	Erection of rear building.....		48,500 00
	Heating apparatus, etc.....		26,800 00
	Reservoir, sewers and air-ducts.....		7,500 00
	Fencing, grading, etc.....		8,000 00
	Furniture.....		9,000 00
	Ordinary expenses.....	33,750 00	.....
1872	Sewerage.....		5,500 00
	Furnishing chapel.....		960 00
	Ice-house and meat-cellar.....		1,000 00
	Drug stock and fixtures.....		1,000 00
	Barn.....		1,500 00
	Railroad freight.....		6,000 00
	Gas-fixtures for rear building.....		650 00
	Gas-fixtures for north wing.....		550 00
	Extras on north wing.....		400 00
	Repairing roof.....		650 00
	Railroad track under building.....		350 00
	Setting heating-coils.....		700 00
	Extra plumbing.....		100 00
	Lightning rods.....		650 00
	Bringing water from spring.....		2,257 00
	Heating and gas work.....		4,400 00
	Fitting up drying-room.....		425 00
	Temporary passage.....		240 00
1873	Deficiency.....		23,000 00
	Ordinary expenses.....	46,250 00	.....
	Repairs.....	2,000 00	.....
	Furnishing rear building, erection of coal-house, etc.....		7,450 00
	Construction of central building.....		81,250 00
	Furnishing central building.....		7,000 00
	Outside improvements.....		13,090 00
	Superintendent, architect and trustees.....		16,185 00
	Other incidental expenses.....		7,650 00
	Erection of south wing.....		160,000 00
	Plumbing, heating and ventilating.....		12,500 00
	Sewerage and rain-water conductors.....		1,000 00
	Lightning rods.....		400 00
	Gas-fixtures.....		625 00
	Furniture.....		12,500 00
1875	Furniture for fifty additional patients.....		2,000 00
	Hose and fire apparatus.....		1,000 00
	Ordinary expenses of patients in south wing, per month.....	3,750 00	.....
	Ordinary expenses.....	90,000 00	.....
	Stock barn (40x100 feet, and basement).....		3,000 00
	Shed for wagons (25x75 feet).....		500 00
	Piggery and henery.....		300 00
	1,000 rods of fencing.....		1,000 00
	High board fence.....		720 00
	Grading and shrubbery.....		1,000 00
	Laundry extension.....		3,500 00
	New boiler.....		1,500 00
	Pump.....		350 00
	Washing-machine.....		360 00
SOUTHERN HOSPITAL FOR THE INSANE.			
1869	Land and buildings.....		125,000 00
1871	Completion of north wing.....		65,000 00
	Erection, completion and furnishing.....		143,000 00
1873	Completion, heating, ventilation and furnishing of centre building.....		99,000 00
	Ordinary expenses.....	45,000 00	.....
	Opening expenses.....		4,000 00
1875	Completion and heating by steam of centre building.....		18,500 00
	Construction, plumbing, heating, ventilation and furnishing of the south wing.....		140,000 00



Year	Nature of Appropriation.	Per an'm.	Specific.
1875	Ordinary expenses.....	\$50,000 00	
	Repairs.....	2,000 00	
	Additional furniture for the first floor of north wing, and for centre building.....		\$1,000 00
	Furniture for the chapel.....		1,500 00
	Library, musical instruments and amusements for patients.....		2,000 00
	Pump-house.....		1,000 00
	Coal-house.....		1,000 00
	Ice-house and vegetable cellar.....		2,000 00
	Carpenter shop and purchase of tools.....		1,500 00
	Tight board fence for patients.....		1,000 00
	Improving grounds.....		2,000 00
	Stock for farm and carriage.....		2,000 00
	Reservoir or water tank.....		1,800 00
	Road from town of Anna.....		2,000 00
STATE REFORM SCHOOL.			
1867	Land.....		5,000 00
	Building.....		50,000 00
	To provide for economical working.....		30,000 00
1871	To pay indebtedness.....		30,324 32
	Live stock and tools.....		5,000 00
	Furnishing the building.....		10,000 00
	Out-buildings, fences and barn.....		5,000 00
	Current expenses.....	25,000 00	
1872	To pay indebtedness.....		24,532 75
1873	Ordinary expenses.....	25,000 00	
	Workshops, fence, water-closets.....		10,000 00
	Enlarging laundry and heating.....		5,000 00
	Drainage, stock and farm.....		3,000 00
1875	Ordinary expenses.....	30,000 00	
	Barn, corn-cribs and wagon-sheds.....		1,500 00
	Construction of a sewer.....		5,000 00
	Library.....		500 00
	Renewal of the roof.....		2,000 00
	Renewal of steam-heating apparatus.....		1,000 00
	New boiler.....		2,000 00
	Fixtures for kitchen and laundry.....		500 00
	School furniture.....		500 00
	Additional building.....		9,000 00
	Repairs and improvements.....		5,000 00

[ D. ]

## AMOUNT PAID TO INSTITUTIONS.

The following statement exhibits the amount realized by the several state institutions under the supervision of this board, from the date of their organization, respectively, until the 30th of September, 1876, from the state treasury, in accordance with the foregoing list of appropriations, and also on account of the special taxes for charitable purposes mentioned in our second biennial report.

Northern Insane Hospital.....	\$913,105 74
Central Insane Hospital.....	2,049,444 74
Southern Insane Hospital.....	446,348 83
Institution for the Deaf and Dumb.....	1,403,024 70
Institution for the blind.....	577,281 26
Asylum for Feeble-minded Children.....	305,308 20
Soldiers' Orphans' Home.....	652,787 08
Charitable Eye and Ear Infirmary.....	100,419 45
State Reform School.....	334,379 06
Total.....	\$6,979,159 06

Dr.

## ILLINOIS NORTHERN HOSPITAL

	1875.	1876.	Total.
To amount drawn—			
For ordinary expenses to July 1, 1875.....	\$32,086 92		\$32,086 92
For ordinary expenses south wing to July 1, 1875.....	11,250 00		11,250 00
For ordinary expenses since July 1, 1875.....	22,500 00	90,000 00	112,500 00
For repairs.....	1,170 00		1,170 00
For furnishing south wing.....	2,500 00		2,500 00
For furniture for 50 patients.....	2,000 00		2,000 00
For hose and fire apparatus.....	1,000 00		1,000 00
For stock barn.....	3,000 00		3,000 00
For sheds for wagons.....	500 00		500 00
For piggery and henery.....	300 00		300 00
For 1,000 rods of fencing.....		989 34	989 34
For high board fence.....	300 35	402 95	703 30
For grading and shrubbery.....	964 00		964 00
For laundry extension.....	1,528 66	1,969 66	3,498 32
For new boiler.....		1,494 76	1,494 76
For pump.....	350 00		350 00
To balance undrawn Oct. 1, 1875—			
Ordinary expenses.....	\$157,500 00		
1000 rods of fencing.....	1,000 00		
High board fence.....	419 65		
Grading and shrubbery.....	36 00		
Laundry extension.....	1,971 34		
New boiler.....	1,500 00		
Washing-machine.....	360 00		
	162,786 99		
To balance undrawn October 1, 1876—			
Ordinary expenses.....	67,500 00		
1000 rods of fencing.....	10 66		
High board fence.....	16 70		
Grading and shrubbery.....	36 00		
Laundry extension.....	1 68		
New boiler.....	5 24		
Washing-machine.....	3 60		
		67,930 28	67,930 28
	\$242,236 92	\$ 162,786 99	\$ 242,236 92

Dr.

## ILLINOIS CENTRAL HOSPITAL

	1875.	1876.	Total.
To amount drawn—			
For ordinary expenses to July 1, 1875.....	\$58,333 33		\$58,333 33
“ “ “ “ since July 1, 1875.....	22,500 00	\$90,000 00	112,500 00
“ repairs, appropriation, 1873.....	4,000 00		4,000 00
“ “ “ “ 1875.....		4,122 88	4,122 88
“ boiler.....		2,500 00	2,500 00
To balance undrawn October 1, 1875—			
Ordinary expenses.....	\$157,500 00		
Repairs.....	10,000 00		
Boiler.....	2,500 00		
	170,000 00		
To balance undrawn, October 1, 1876—			
Ordinary expenses.....	\$67,500 00		
Repairs.....	5,877 12	73,377 12	73,377 12
	\$254,833 33	\$170,000 00	\$254,833 33

*Account with Appropriations.*

## FOR THE INSANE.

Cr.

By balances of former appropriations, remaining in state treasury, undrawn, December 1, 1874—

Ordinary expenses.....	\$32,085 80	
Repairs.....	1,170 00	
Furnishing south wing.....	2,500 00	
		\$35,755 80
By appropriation, March 25, 1875, for furniture.....		2,000 00
“ “ “ “ for hose and fire apparatus.....		1,000 00
“ “ “ “ for ordinary expenses (south wing).....		11,250 00
“ “ “ “ April 10, 1875, for ordinary expenses for two years.....		180,000 00
“ “ “ “ for stock barn.....		3,000 00
“ “ “ “ sheds for wagons.....		500 00
“ “ “ “ for piggery and henery.....		300 00
“ “ “ “ for 1000 rods of fencing.....		1,000 00
“ “ “ “ for high board fence.....		720 00
“ “ “ “ for grading and shrubbery.....		1,000 00
“ “ “ “ for laundry extension.....		3,500 00
“ “ “ “ for new boiler.....		1,500 00
“ “ “ “ for pump.....		350 00
“ “ “ “ for washing-machine.....		350 00

\$212,235 80

## FOR THE INSANE.

Cr.

By balances of former appropriations, remaining in state treasury, undrawn, December, 1, 1874—

Ordinary expenses.....	\$58,333 33	
Repairs and improvements.....	4,000 00	
		\$62,333 33
By appropriation, April 9, 1875, for ordinary expenses for two years.....		180,000 00
“ “ “ “ “ “ repairs, two years.....		10,000 00
“ “ “ “ “ “ boiler.....		2,500 00

\$254,833 33

Dr.

## ILLINOIS SOUTHERN HOSPITAL

	1875.	1876.	Total.
To amount drawn -			
For erection centre buildings, appropriation 1873.....	\$34,422 58		\$34,422 58
“ “ south wing..... 1875.....	17,373 09	\$1,050 00	18,423 09
“ “ ordinary expenses to July 1, 1875.....	2,320 83	34,328 79	36,649 62
“ “ “ since July 1, 1875.....	26,168 46		26,168 46
“ repairs.....	12,500 00	50,000 00	62,500 00
“ additional furniture.....		2,911 30	2,911 30
“ furniture for chapel.....	1,706 58	2,293 42	4,000 00
“ library and musical instruments.....	200 00	1,053 75	1,253 75
“ pump-house.....	780 00	1,220 00	2,000 00
“ ice-house and vegetable cellar.....	694 20	282 08	976 28
“ shop and tools.....		1,920 50	1,920 50
“ tight board fence.....		443 89	443 89
“ improving grounds.....		514 14	514 14
“ stock and carriage.....		333 85	333 85
“ reservoir.....	167 00	1,357 90	1,524 90
“ road from Anna.....		1,520 50	1,520 50
	526 81	1,201 74	1,728 55
To balance undrawn October 1, 1875—			
Centre building.....	\$1,126 91		
South wing.....	137,679 17		
Ordinary expenses.....	87,500 00		
Repairs.....	4,000 00		
Additional furniture.....	2,293 42		
Furniture for chapel.....	1,300 00		
Library and musical instruments.....	1,220 00		
Pump-house.....	305 80		
Coal-house.....	1,000 00		
Ice-house and cellar.....	2,000 00		
Shop and tools.....	1,500 00		
Tight board fence.....	1,000 00		
Improving grounds.....	2,000 00		
Stock and carriage.....	1,833 00		
Reservoir.....	1,800 00		
Road from Anna.....	1,473 19		
	248,031 49		
To balance undrawn October 1, 1876 —			
Centre building.....	76 91		
South wing.....	103,350 38		
Ordinary expenses.....	37,500 00		
Repairs.....	1,088 70		
Furniture for chapel.....	246 25		
Pump-house.....	23 72		
Coal-house.....	1,000 00		
Ice-house and cellar.....	79 50		
Shop and tools.....	1,056 11		
Tight board fence.....	485 86		
Improving grounds.....	1,666 15		
Stock and carriage.....	475 10		
Reservoir.....	279 50		
Road from Anna.....	271 45		
		147,599 63	147,599 63
	344,891 04	\$248,031 49	\$344,891 04

## FOR THE INSANE.

Cr.

By balances of former appropriations, remaining in state treasury, un-						
drawn, December 1, 1874—						
Ordinary expenses.....					\$26,168 48	
Erection of centre building.....					34,422 58	
By appropriation, April 10, 1875 for completion etc., of centre building.....						\$60,591 06
" " " 13, " " construction etc., of south wing.....						18,500 00
" " " " " ordinary expenses for two years.....						140,000 00
" " " " " repairs for two years.....						4,000 00
" " " " " additional furniture.....						4,000 00
" " " " " furniture for chapel.....						1,500 00
" " " " " library and musical instruments.....						2,000 00
" " " " " pump-house.....						1,000 00
" " " " " coal-house.....						1,000 00
" " " " " ice-house and vegetable cellar.....						2,000 00
" " " " " shop and tools.....						1,500 00
" " " " " tight board fence.....						1,000 00
" " " " " improving grounds.....						2,000 00
" " " " " stock and carriage.....						2,000 00
" " " " " reservoir.....						1,800 00
" " " " " road from Anna.....						2,000 00

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\$344,891 06



## FOR THE DEAF AND DUMB.

Cr.

By balances of former appropriations, remaining in state treasury, undrawn December 1, 1874—

Ordinary expenses.....	\$40,706 55	
Chapel, etc.....	1,920 05	
Boiler-house, etc.....	581 92	
Laundry.....	5 64	\$43,214 16

By appropriation, April 8, 1875, for ordinary expenses, two years.....	150,000 00	
“ “ “ “ repairs and improvements, two years.....	3,000 00	
“ “ “ “ pupils' library, two years.....	1,000 00	
“ “ April 9, 1875, “ completing school building.....	16,750 00	
“ “ “ “ heating and lighting school building.....	5,000 00	
“ “ “ “ furnishing school building.....	1,000 00	
“ “ “ “ rear wall, main building.....	5,000 00	

\$224,964 16

## FOR THE BLIND.

Cr.

By balance of appropriation, 1873, for ordinary expenses, remaining in the state treasury, undrawn, December 1, 1874—

By appropriation, April 8, 1875, for increased ordinary expenses.....	\$14,551 64	
“ “ “ “ ordinary expenses for two years.....	5,000 00	
“ “ “ “ repairs and improvements, two years.....	50,000 00	
“ “ “ “ books and maps for pupils.....	2,000 00	
“ “ April 9, 1875 “ engine and boiler-house.....	4,000 00	
	5,000 00	

\$77,551 64

## FEEBLE-MINDED CHILDREN.

Cr.

By balances of former appropriations remaining in state treasury, undrawn, December 1, 1874—

Ordinary expenses.....	\$13,956 52	
Insurance.....	290 77	
By appropriation, April 8, 1875, for ordinary expenses for two years.....	\$14,247 29	
“ “ “ “ land and buildings.....	49,000 00	
	185,000 00	

\$248,247 29

	1875.	1876.	Total.
To amount appropriated on deficiency account in excess of demands on the same.....	\$22 26		\$22 26
To amount drawn—			
For ordinary expenses to July 1, 1875.....	30,000 00		30,000 00
"                    " since .....	12,500 00	\$50,000 00	62,500 00
" improvements and repairs.....		1,993 64	1,993 64
" library, etc.....		250 00	250 00
To balance undrawn October 1, 1875—			
Ordinary expenses.....	\$87,500 00		
Improvements and repairs.....	2,000 00		
Library .....	500 00		
Cisterns.....	1,000 00		
	91,000 00		
To balance undrawn October 1, 1876—			
Ordinary expenses.....	\$37,500 00		
Improvements and repairs.....	6 36		
Library .....	250 00		
Cisterns.....	1,000 00		
		38,756 36	38,756 36
	\$133,522 26	\$91,000 00	\$133,522 26

DR.

ILLINOIS CHARITABLE EYE

	1875	1876	Total.
To amount drawn—			
For ordinary expenses to July 1, 1875.....	\$9,500 00		\$9,500 00
For ordinary expenses since July 1, 1875.....		\$7,625 00	7,625 00
For repairs and improvements.....	30 20	1,002 05	1,033 25
For furniture.....	1,780 07	1,407 93	3,188 00
For surgical apparatus.....		286 45	286 45
For barn.....	636 65	1,863 35	2,500 00
To balance undrawn, October 1, 1875—			
Ordinary expenses.....	\$15,500 00		
Repairs and improvements.....	1,969 80		
Furniture.....	2,219 93		
Surgical apparatus.....	300 00		
Barn.....	1,863 35		
		21,853 08	
To balance undrawn October 1, 1876—			
Ordinary expenses.....	\$7,875 00		
Repairs and improvements.....	966 75		
Furniture.....	812 00		
Surgical apparatus.....	13 55		
		9,667 30	9,667 30
	\$23,800 00	\$21,853 08	\$33,800 00



## ORPHANS' HOME.

By balances of former appropriations remaining in state treasury, undrawn, December 1, 1874—	\$22 26	
Deficiency.....	30,000 00	\$30,022 26
Ordinary expenses.....		100,000 00
By appropriation, April 8, 1875, for ordinary expenses for two years.....		2,000 00
“ “ “ “ “ repairs, etc., for two years.....		500 00
“ “ “ “ “ library, etc., “ “ .....		1,000 00
“ “ “ “ “ cisterns .....		
		\$133,522 26

## AND EAR INFIRMARY.

Cr.

By balance of appropriation, 1873, for ordinary expenses, remaining in state treasury, undrawn December 1, 1874.....	\$9,500 00	
By appropriation, April 10, 1875, for ordinary expenses to July 1, 1876.....	5,000 00	10,500 00
“ “ “ “ “ to July 1, 1877.....		2,000 00
“ “ “ “ “ for repairs and improvements for two years.....		3,000 00
“ “ “ “ “ for furniture, from levy of 1874 .....		1,000 00
“ “ “ “ “ “ 1875 .....		300 00
“ “ “ “ “ surgical apparatus .....		2,500 00
“ “ “ “ “ barn .....		
		\$33,800 00

DR.

ILLINOIS STATE

	1875	1876	Total.
To amount drawn—			
For ordinary expenses to July 1, 1875.....	\$12,500 00		\$12,500 00
For ordinary expenses since July 1, 1875.....	7,500 00	\$30,000 00	37,500 00
For workshops, etc., appropriation, 1875.....	890 50		890 50
For laundry and heating, " ".....	200 00		200 00
For drainage and farm " ".....	972 43		972 43
For repairs.....	486 83	3,721 86	4,208 69
For barn, corn-cribs and sheds.....	1,281 97	218 03	1,500 00
For construction of sewer.....	1,478 58	3,521 42	5,000 00
For library.....		500 00	500 00
For renewal of roof.....		933 00	933 00
For renewal of heating.....	131 59	803 29	934 88
For new boiler.....		2,000 00	2,000 00
For fixtures for kitchen and laundry.....	500 00		500 00
For school furniture.....	500 00		500 00
To balance undrawn October 1, 1875—			
Ordinary expenses.....	\$52,500 00		
Repairs.....	4,513 17		
Barn, etc.....	218 03		
Sewer.....	3,521 42		
Library.....	500 00		
Renewal of roof.....	2,000 00		
Renewal of heating.....	868 41		
New boiler.....	2,000 00		
Additional building.....	9,000 00		
	75,121 03		
To balance undrawn October 1, 1875—			
Ordinary expenses.....	\$22,500 00		
Repairs.....	791 31		
Renewal of roof.....	1,067 00		
Renewal of heating.....	65 12		
Additional building.....	9,000 00		
		33,423 43	33,423 43
	\$101,562 93	\$75,121 03	\$101,562 93

## REFORM SCHOOL.

By balance of former appropriations, remaining in state treasury undrawn, December 1st, 1874—									
Ordinary expenses.....								\$12,500	00
Work-shops, etc.....								890	50
Laundry and heating.....								200	00
Drainage and farm .....								972	43
									<hr/>
By appropriation, April 10, 1875, for ordinary expenses for two years.....									\$11,562 93
" " " " " " barn, corn-cribs and sheds.....									60,000 00
" " " " " " construction of sewer.....									1,500 00
" " " " " " library.....									5,000 00
" " " " " " renewal of roof .....									500 00
" " " " " " renewal of heating.....									2,000 00
" " " " " " new boiler.....									1,000 00
" " " " " " fixtures for kitchen and laundry .....									2,000 00
" " " " " " school furniture .....									500 00
" " " " " " additional building.....									500 00
" " " " " " repairs .....									9,000 00
									<hr/>
									5,000 00

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\$101,562 93

[ F. ]—*Recapitulation of Appropriation Account for 1875-6, and Balances remaining in the State Treasury, September 30, 1876.*

I. ORDINARY EXPENSE APPROPRIATIONS.

INSITUCTIONS.	Appropriations of 1873. Balance drawn, Dec. 1, 1874.	Appropriations, 1875.	Drafts, 1875 and 1876.		Balance remaining, Sept. 30, 1876.
			Drawn in 1875.	Drawn in 1876.	
Northern Insane Hospital.....	\$32,085 80	\$191,250 00	\$65,836 92	\$90,000 00	\$67,500 00
Central Insane Hospital.....	58,323 33	180,000 00	80,823 33	90,000 00	67,500 00
Southern Insane Hospital.....	26,168 48	100,000 00	38,668 46	50,000 00	37,500 00
Institution for the Deaf and Dumb.....	40,706 55	150,000 00	59,456 30	75,000 00	56,250 00
Institution for the Blind.....	14,551 64	55,000 00	25,801 65	25,000 00	18,750 00
Asylum for Feeble-Minded Children.....	13,956 52	49,000 00	20,081 52	24,500 00	18,375 00
Soldiers' Orphans' Home.....	30,000 00	100,000 00	42,500 00	50,000 00	37,500 00
Charitable Eye and Ear Infirmary.....	3,500 00	15,500 00	9,500 00	7,625 00	7,875 00
State Reform School.....	12,500 00	60,000 00	20,000 00	30,000 00	22,500 00
Total.....	\$237,802 32	\$900,750 00	\$362,678 18	\$442,125 00	\$333,720 00

II. REPAIR APPROPRIATIONS.

INSITUCTIONS.	Appropriations of 1873. Balance drawn, Dec. 1, 1874.	Appropriations, 1875.	Drafts, 1875 and 1876.		Balance remaining, Sept. 30, 1876.
			Drawn in 1875.	Drawn in 1876.	
Northern Insane Hospital.....	\$1,170 00	\$10,000 00	\$1,170 00	\$4,122 88	\$5,877 12
Central Insane Hospital.....	4,000 00	4,000 00	4,000 00	2,911 30	1,088 70
Southern Insane Hospital.....	.....	.....	.....	2,747 70	252 30
Institution for the Deaf and Dumb.....	.....	2,000 00	.....	1,000 00	1,000 00
Institution for the Blind.....	.....	.....	.....	.....	.....
Asylum for Feeble-Minded Children.....	.....	2,000 00	.....	1,993 64	6 46
Soldiers' Orphans' Home.....	.....	2,000 00	30 20	1,063 65	966 75
Charitable Eye and Ear Infirmary.....	.....	5,000 00	486 83	3,721 86	791 31
State Reform School.....	.....	.....	.....	.....	.....
Total.....	\$5,170 00	\$28,000 00	\$5,687 03	\$17,500 43	\$9,982 54

# III. OTHER SPECIAL APPROPRIATIONS.

Northern Insane Hospital.....	\$3,500 00	\$15,230 00	\$12,443 01	\$4,876 71	\$17,999 72	\$130 28
Central Insane Hospital.....	.....	2,500 00	.....	2,500 00	2,500 00	.....
Southern Insane Hospital (Trustees).....	.....	21,800 00	4,074 59	12,141 77	16,216 36	5,583 64
Southern Insane Hospital (Commissioners).....	34,422 58	158,500 00	54,116 50	37,378 79	89,495 29	103,427 29
Institution for the Deaf and Dumb.....	2,307 61	28,750 00	22,182 09	8,338 90	20,527 50	736 01
Institution for the Blind.....	.....	6,000 00	.....	5,327 70	5,327 70	672 30
Asylum for Feeble-Minded Children.....	290 77	185,000 00	10,253 40	74,980 80	85,243 20	100,017 56
Soldiers' Orphans' Home.....	22 26	1,500 00	.....	2,500 00	250 00	1,250 00
Charitable Eye and Ear Infirmary.....	.....	6,800 00	2,416 72	2,537 73	5,974 45	825 55
State Reform School.....	2,062 33	22,000 00	5,955 07	7,975 74	13,930 81	10,132 12
Total.....	\$41,806 15	\$448,080 00	\$101,441 98	\$155,317 14	\$266,759 12	\$223,104 75

\*To the amount here stated may be added \$5,510 (Commissioners' per diem) paid under appropriation of 1873 (see Laws, p. 37, item 26.)

\*\*This appropriation lapsed on account of its not being drawn before its expiration.

## R E S U M E.

ORDINARY EXPENSES.		Dr.	Cr.
1874. Dec. 1.	Balance of former appropriations remaining in state treasury	\$237,862 32	
1875. July 1.	Amount appropriated in 1875.....	940,750 00	
Sept. 30.	Amount drawn in fiscal year 1875.....		\$962,678 18
1876. Sept. 30.	Amount drawn in fiscal year 1876.....		442,125 00
"	Balance undrawn.....		333,750 00
"	Errors in payment.....	86	
		\$1,138,553 18	\$1,138,553 18
REPAIRS.			
1874. Dec. 1.	Balance undrawn.....	5,170 00	
1875. July 1.	Amount appropriated in 1875.....	28,000 00	
Sept. 30.	Amount drawn in fiscal year 1875.....		5,687 02
1876. Sept. 30.	Amount drawn in fiscal year 1876.....		17,560 43
"	Balance undrawn.....		9,982 54
		\$33,170 00	\$33,170 00
OTHER SPECIAL APPROPRIATIONS.			
1874. Dec. 1.	Balance undrawn.....	\$41,806 15	
1875. July 1.	Amount appropriated in 1875.....	448,080 00	
Sept. 30.	Amount drawn in fiscal year 1875.....		\$111,441 98
1876. Sept. 30.	Amount drawn in fiscal year 1876.....		155,317 14
"	Balance undrawn.....		223,104 75
"	Lapsed.....		22 26
"	Errors in payment.....		02
		\$489,886 15	\$489,886 15
ALL APPROPRIATIONS CONSOLIDATED.			
1874. Dec. 1.	Balance undrawn.....	\$284,778 47	
1875. July 1.	Amount appropriated in 1875.....	1,376,830 00	
Sept. 30.	Amount drawn in fiscal year 1875.....		479,807 19
1876. Sept. 30.	Amount drawn in fiscal year 1876.....		614,942 37
"	Balance undrawn.....		566,837 29
"	Lapsed.....		22 26
"	Errors in payment.....	84	
		\$1,661,609 31	\$1,661,609 31

[ G. ]

TABLE showing amounts collected from each county in the state, by six State Institutions, between the 1st day of December, 1874, and the 30th day of September, 1875.

Counties.	Northern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble- Minded Children.	Total.
Adams.....	\$13 40	\$469 25	\$23 00	\$212 07			\$717 72
Alexander.....		104 15					104 15
Bond.....	16 85	57 15	63 65				137 65
Boone.....							
Brown.....		10 70					10 70
Bureau.....	95 21	34 95		64 85			195 01
Calhoun.....		96 80					96 80
Carroll.....	40 16	52 25		17 35			109 76
Cass.....		140 54					140 54
Champaign.....				210 99		79 15	290 14
Christian.....				112 46		27 10	139 56
Clark.....							
Clay.....							
Clinton.....		8 70	40 10			40 35	89 15
Coles.....		10 80	15 80	153 33			179 93
Cook.....	272 97	574 38		488 39		190 69	1,526 43
Crawford.....				27 50			27 50
Cumberland.....							
DeKalb.....	58 21	54 70		69 37			182 28
DeWitt.....		24 85		61 64			86 49
Douglas.....	45 78	116 00					161 78
DuPage.....	266 93						266 93
Edgar.....							
Edwards.....		37 10					37 10
Edgingham.....		80 40	23 50	106 04			209 94
Fayette.....		20 65	17 80	81 50			122 75
Ford.....				48 31			48 31
Franklin.....			18 80	39 00			57 80
Fulton.....		151 40		198 24			349 64
Gallatin.....			24 35				24 35
Greene.....		48 70	34 60			13 80	97 10
Grundy.....	18 35	102 10		16 75			137 20
Hamilton.....		20 00					20 00
Hancock.....		60 05		73 43			133 48
Hardin.....							
Henderson.....		17 10					17 10
Henry.....	186 82	117 60		85 65			390 07
Iroquois.....	71 75	523 00		17 32			612 07
Jackson.....			150 25				150 25
Jasper.....			7 75	38 90			46 65
Jefferson.....							
Jersey.....		195 70		46 42			242 12
Jo Daviess.....	225 22	33 70				54 00	309 92
Johnson.....		33 70					
Kane.....	350 03						350 03
Kankakee.....	96 14	64 45	130 73	22 50		42 91	356 53
Kendall.....			19 60				19 60
Knox.....	77 53	153 65		143 01			374 22
Lake.....	48 47	12 35					60 82
LaSalle.....				229 15			229 15
Lawrence.....							
Lee.....	215 61	142 10		56 51		52 48	466 73
Livingston.....	28 81	226 50		142 00			397 31
Logan.....		225 00				21 35	246 35
Macon.....		319 89		70 70		16 70	407 29
Macoupin.....		246 25		61 50	52 70		360 45
Madison.....		284 16	2 70	18 82			305 68
Marion.....			15 75	36 55			52 10
Marshall.....	77 27	75 20					152 47
Mason.....		47 75		48 40			96 15
Massac.....		18 55					18 55
McDonough.....		89 95		102 81		5 80	198 59

Table "G"—Continued.

Counties.	Northern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble- Minded Children.	Total.
McHenry.....	\$25 36	36 60	\$16 25	\$134 63			\$212 84
McLean.....			26 75	83 90		83 24	193 89
Menard.....	21 36	55 85			19 00		96 21
Mercer.....		34 70	19 05				53 75
Monroe.....		135 91	3 25				139 16
Montgomery.....		89 25	30 90				216 95
Morgan.....		235 20		603 97		164 28	1,003 45
Moultrie.....				197 03			197 03
Ogle.....				107 01			107 01
Peoria.....	7 33	172 55		86 27			266 15
Perry.....		285 22	48 20	132 50			465 92
Piatt.....							
Pike.....		354 90		217 95			572 85
Pope.....		44 20	12 15				56 35
Pulaski.....							
Putnam.....	21 26	17 05		87 00			125 31
Randolph.....			1 25				1 25
Richland.....			1 25	81 06			82 31
Rock Island.....	46 25	140 55		110 62			297 42
Saline.....		140 40	11 00				151 40
Sangamon.....	18 20	270 70		202 82			491 72
Schuyler.....	33 61	69 75		78 37	11 00	43 77	236 50
Scott.....		52 10		45 00			97 10
Shelby.....	65 59	66 33	16 95				148 87
Stark.....	2 32	19 10					21 42
St. Clair.....		3 75	39 25	29 79	10 05		82 84
Stephenson.....	91 88	44 05	5 00	91 40			232 33
Tazewell.....		137 45		379 14			516 59
Union.....			45 40				45 40
Vermillion.....	70 30	46 55		88 00	32 30		237 15
Wabash.....			1 70				1 70
Warren.....		83 80		117 60			201 40
Washington.....							
Wayne.....							
White.....			39 15				39 15
Whiteside.....	24 57	40 40		59 45			124 42
Will.....	130 43	28 25		163 20		79 35	401 23
Williamson.....		26 25					26 25
Winnebago.....		19 80		107 96		82 70	210 46
Woodford.....		11 20		74 50			85 70
Total.....	\$2,763 97	\$7,700 68	\$905 88	\$6,459 92	\$125 05	\$994 37	\$18,949 87



[ G. G. ]

TABLE showing amounts collected from each county in the state, by six State Institutions, between the 1st day of October, 1875, and the 30th day of September, 1876.

Counties.	Northern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble- Minded Children.	Total.
Adams.....	\$22 49	\$578 65	\$31 15	\$61 92		\$20 97	\$715 18
Alexander.....			30 55	113 90			144 45
Bond.....		43 25	38 20				81 45
Boone.....	7 00						7 00
Brown.....		152 80					152 80
Bureau.....	342 40	27 95		24 25			394 60
Calhoun.....		19 35					19 35
Carroll.....	74 75			3 10			77 85
Cass.....		40 60					40 60
Champaign.....		878 45		27 40		68 27	474 12
Christian.....							
Clark.....							
Clay.....			51 45	100 00			151 45
Clinton.....		16 00	35 90			11 37	63 27
Coles.....		89 80	21 05	29 02	\$25 55		165 42
Cook.....	4,667 52	508 70	15 15	437 54	138 60	172 91	5,940 42
Crawford.....							
Cumberland.....		36 85					36 85
DeKalb.....	60 35						60 35
DeWitt.....		24 47		15 50		42 35	82 32
Douglas.....		56 90					56 90
DuPage.....		100 80					100 80
Edgar.....	124 11						124 11
Edwards.....		9 50	31 80				41 30
Effingham.....		43 25	131 35	46 12			220 72
Fayette.....		3 40	5 25		5 20		13 85
Ford.....	167 61			40 00			207 61
Franklin.....				27 60			27 60
Fulton.....		273 69		79 55		79 05	432 29
Gallatin.....			32 30				32 30
Greene.....		172 90	80 65				253 55
Grundy.....	143 30	27 25		46 10		20 67	237 32
Hamilton.....		8 00	40 30				48 30
Hancock.....	79 53	71 00				88 68	239 21
Hardin.....							
Henderson.....		11 85					11 85
Henry.....	397 83		4 30	6 02			408 15
Iroquois.....	172 13			27 65			199 78
Jackson.....			94 65			13 05	107 70
Jasper.....			9 75	20 07			29 82
Jefferson.....							
Jersey.....		249 90	9 55				259 45
JoDavies.....	306 59		60 95			9 25	376 79
Johnson.....			44 65				44 65
Kane.....	600 18	50 75	101 75		20 45		773 13
Kankakee.....	359 47	61 20		40 00		53 32	504 99
Kendall.....	22 35						22 35
Knox.....	390 71		19 90	94 59			505 20
Lake.....	107 30	29 45		9 60			146 35
LaSalle.....	176 36	77 95	8 25		14 50		277 06
Lawrence.....							
Lee.....	226 60			58 21		11 38	296 19
Livingston.....	743 00	218 00	14 00	83 00			1,058 00
Logan.....		172 45	8 20			84 03	264 68
Macon.....		92 30				30 00	122 30
Macoupin.....		10 65			13 75		24 40
Madison.....		154 25			52 45		206 70
Marion.....		11 05					11 05
Marshall.....		136 30					179 06
Mason.....	42 76	70 55					70 55
Massac.....		13 85	27 10				40 95
McDonough.....				51 82		50 25	102 07

Table GG. — Continued.

Counties.	Northern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble- Minded Children.	Total.
McHenry.....	\$137 18		\$14 25				\$151 43
McLean.....							
Menard.....		\$41 95					41 95
Mercer.....		117 95	12 50				130 45
Monroe.....		10 50	53 85			\$50 75	115 10
Montgomery.....	102 74	126 90	21 00	\$17 75			268 39
Morgan.....		85 10				144 43	229 53
Moultrie.....		127 30					127 30
Ogle.....	174 28	56 40					230 68
Peoria.....	9 51	245 30		31 40	\$2 30	88 08	376 79
Perry.....		17 80	119 05	8 92			145 77
Piatt.....							
Pike.....		153 90		21 47	13 70		189 07
Pope.....			25 55				25 55
Pulaski.....			3 25				3 25
Putnam.....	50 30	14 10		46 80			111 20
Randolph.....			16 00				16 00
Richland.....		45 35					45 35
Rock Island.....		329 15		35 31	18 80		383 29
Saline.....		30 70	47 45				78 15
Sangamon.....	55 07	477 05		36 00			568 12
Schuyler.....		102 63	9 05				111 68
Scott.....		42 37					42 37
Shelby.....	59 08	164 39	6 75				227 22
Stark.....	83 83						83 83
St. Clair.....		157 35	211 00	65 65	31 70		468 70
Stephenson.....	376 70	38 00	24 50			50 30	489 50
Tazewell.....		303 92		47 62			351 54
Union.....		65 00	75 10				138 10
Vermilion.....	28 10	93 89		60 62	40 50	5 11	236 52
Wabash.....			46 00				46 00
Warren.....		266 20		87 14			353 34
Washington.....		182 30					182 30
Wayne.....		57 35	2 25				60 60
White.....		98 55					98 55
Whiteside.....	170 67	15 70		71 40			257 77
Will.....	402 21			62 00		63 24	527 45
Williamson.....			11 05				11 05
Winnebago.....	181 07	31 30		37 12		81 92	334 41
Woodford.....		77 25		73 88			111 13
Total.....	\$11,056 38	\$7,616 71	\$1,644 75	\$2,155 27	\$380 50	\$1,242 38	\$24,095 99

## [ H. ]

TABLE showing balances due six State Institutions and not yet collected, on the 30th day of September, 1876, from each county in the state.

Counties.	Central Insane Hospital.	Northern Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble- Minded Children.	Total.
Adams.....			20	\$53 11	\$15 05		\$68 36
Alexander.....		\$8 05	\$221 95	265 95		\$85 01	580 96
Bond.....		44 80	1 25				46 05
Boone.....	\$1 00						1 00
Brown.....				16 90			16 90
Bureau.....				35 95			35 95
Calhoun.....		51 60					51 60
Carroll.....				18 75			18 75
Cass.....		71 20	43 10				114 30
Champaign.....		59 88		32 98		11 22	107 08
Christian.....		43 45	69 85				113 30
Clark.....		122 88		127 77			250 65
Clay.....		147 75	70 70	132 15			350 60
Clinton.....		9 30	40 35			4 00	53 65
Coles.....		17 60		20	15		17 95
Cook.....				938 49		17 94	956 43
Crawford.....		116 53	15 65	126 86			259 04
Cumberland.....		14 25			23 50		37 75
DeKalb.....	63 61			93 30			156 91
DeWitt.....				35 59		4 68	40 27
Douglas.....		28 90					28 90
DuPage.....	171 81						171 81
Edgar.....		497 74	60 50			8 65	566 87
Edwards.....			27 75				27 75
Edgingham.....			32 95	15 70	9 00		57 65
Fayette.....		8 65	55 70	114 03	6 90		185 28
Ford.....	115 38	94 40	21 25	48 28			279 11
Franklin.....		5 40	36 25	53 60			95 34
Fulton.....				59 63		18 15	77 78
Gallatin.....			40				40
Greene.....		58 05					58 05
Grundy.....				6 85		5 27	12 12
Hamilton.....			84 20	5 55			89 75
Hancock.....				80 84		52 87	133 71
Hardin.....							
Henderson.....							
Henry.....			9 85	37 25	7 70		54 80
Iroquois.....				12 00			12 00
Jackson.....			36 50			5 60	42 10
Jasper.....			18 35	18 77			37 12
Jefferson.....			16 00				16 00
Jersey.....		58 10	20 55	75 37			154 02
Jo Daviess.....			4 05			18 07	22 12
Johnson.....		8 70	28 30				37 00
Kane.....			21 10	525 01			546 11
Kankakee.....						7 98	7 98
Kendall.....							
Knox.....			7 20	37 98			45 18
Lake.....	172 26			18 05			190 31
La Salle.....	141 40		1 85	211 92			354 17
Lawrence.....		197 10	201 40			14 90	396 40
Lee.....				26 30		10 75	37 05
Livingston.....				37 20			37 20
Logan.....		130 43	9 20		27 20	8 55	175 38
Macon.....		93 50				68 66	162 16
Macomb.....		86 45		24 16	16 25	1 00	128 16
Madison.....		288 27	50 00	11 90			350 17
Marion.....		10 60	29 30				39 90
Marshall.....							
Mason.....		37 60		68 60			106 20
Massac.....		23 03	17 75				40 78
McDonough.....		223 25		78 40		22 85	324 50
McHenry.....				35			35
McLean.....		643 20	77 90		89 07	26 84	837 01

Table "IP"—Continued.

Counties.	Central Insane Hospital.	Northern Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble- minded Children.	Total.
Menard.....		\$29 05			\$9 25		\$38 30
Mercer.....							
Monroe.....		34 18	\$77 70			\$25 51	137 39
Montgomery.....			75	\$13 60			14 35
Morgan.....		217 67		271 29		32 94	521 90
Moultrie.....		13 05		56 57			69 62
Ogle.....				25 55			25 55
Peoria.....		193 58		32 65	33 95	32 22	292 40
Perry.....			11 25				11 25
Piatt.....		104 85					104 85
Pike.....				9 10			9 10
Pope.....			25 94				25 95
Pulaski.....		743 75	160 95				904 70
Putnam.....	55 70			64 70			120 40
Randolph.....		244 73	89 60				334 33
Richland.....			22 45	158 18			180 63
Rock Island.....		110 28		41 25			151 53
Saline.....			31 85	94 10			125 95
Sangamon.....				40 35			40 35
Schuyler.....			16 10	20 15			36 25
Scott.....							
Shelby.....		55 55	35 75				91 30
Stark.....							
St Clair.....			205 90	35 72	23 90		265 52
Stephenson.....							
Tazewell.....		26 55		27 65			54 20
Union.....			42 55			31 02	73 57
Vermilion.....				46 05	1 10	3 90	51 05
Wabash.....			4 90				4 90
Warren.....		127 35		43 70			171 05
Washington.....		78 22	160 60	61 30	7 00		307 12
Wayne.....			26 85				26 85
White.....			154 55				154 55
Whiteside.....	92 28			31 57			123 85
Will.....				26 05		7 11	33 16
Williamson.....		83 30	157 60	40 90			281 80
Winnebago.....				60 30		9 85	70 15
Woodford.....		58 90		7 05			65 95
	\$1,116 24	\$5,211 67	\$2,589 65	\$4,684 81	\$270 02	\$538 50	\$14,410 89



[ J. ] Consolidated Financial Statement (all funds included) of the Income and Expenses of nine State Institutions, classified,  
for the fiscal year 1874, (ten months).

	HOSPITALS FOR THE INSANE.				Asylum for the—		Soldiers' Orphans' Home.	Eye and Ear Infirmary.	Reform School.	Total.		
	Northern.		Central.		Trustees' Comm'rs.						Institutions for the—	
					Southern.						Minded Children.	
BALANCES.												
(December 1, 1874).												
Balance on hand.....	\$5,404 93	\$1,878 62	\$1,808 74		\$182 57	\$839 36	\$6,146 65	\$2,293 23	\$193 41	\$29,546 63		
Deficit.....										1,032 47		
INCOME.												
Ordinary expense appropriations.....	\$5,836 92	\$8,833 33	\$8,668 46		\$9,084 52	\$5,804 65	\$12,500 00	\$9,500 00	\$20,000 00	\$362,678 48		
Special appropriations.....	13,613 01	4,000 00	4,074 59		10,253 40			2,446 92	6,441 90	117,129 01		
From all other sources.....	9,154 90	18,399 26	4,063 50		2,423 01	1,292 15	463 12	1,870 87	5,388 33	52,026 29		
Total cash receipts.....	\$88,604 83	\$103,232 59	\$46,806 55		\$24,757 93	\$27,093 80	\$12,963 12	\$13,817 78	\$31,830 23	\$631,823 48		
Add balance as above.....	5,404 93	1,878 62	1,808 74		182 57	839 36	6,146 65	2,293 23	193 41	29,546 63		
Deficit.....										1,032 47		
Actual income.....	\$94,009 76	\$105,111 21	\$54,625 29		\$25,940 50	\$28,254 44	\$19,119 77	\$16,211 02	\$33,023 12	\$690,347 64		
Due on special appropriation account.....	2,397 65	5,149 82	8,173 07			3,897 01	4,114 82	1,250 00	5,232 29	29,244 07		
Available income.....	\$96,406 81	\$110,261 03	\$62,848 36		\$25,940 50	\$30,151 45	\$19,119 77	\$17,461 02	\$38,255 41	\$719,591 71		
EXPENSES.												
Building, repairs, etc.....	\$8,148 95	\$9,148 01	\$6,566 08		\$10,501 41	\$4,873 78	\$3,187 01	\$1,073 60	\$11,207 41	\$44,430 01		
Furniture.....	10,401 09	1,697 22	1,830 20		861 06	719 54	2,260 20	1,808 54	1,570 89	26,244 96		
Food.....	17,157 73	25,827 52	11,909 57		5,135 50	5,581 69	12,630 71	3,642 43	5,071 66	98,329 90		
Clothing, bedding, etc.....	6,670 51	8,703 80	3,029 59		1,806 40	4,472 44	8,786 53	2,949 41	2,485 75	35,022 48		
Laundry supplies.....	1,299 97	814 60	463 01		253 48	131 68	785 85	102 65	848 74	5,804 40		
Household expenses.....	521 65	619 63	293 08		293 97	337 74	748 19	55 48	131 86	3,070 58		
Fuel.....	12,473 96	3,657 62	1,643 60		383 11	1,217 11	3,445 19	1,235 50	1,846 52	29,063 02		
Light.....	632 28	1,773 79	706 22		440 54	442 59	803 49	181 50	380 57	7,163 43		
Medicine and medical supplies.....	2,100 74	1,827 10	1,170 63		155 36	186 65	206 11	227 06	132 13	6,269 35		
Salaries.....	6,427 20	5,210 13	5,415 91		4,028 05	7,875 00	5,666 59	1,472 00		55,947 29		







Laundry supplies.....	1,303 31	1,196 62	321 73	385 08	133 18	1,750 04	848 12	199 16	258 52	6,175 76
Household expenses.....	1,806 78	443 45	371 35	381 23	134 70	485 50	386 07	118 22	372 67	37,700 88
Fuel.....	14,115 84	5,153 89	2,488 40	875 71	1,365 89	5,151 32	3,064 19	1,212 50	2,001 15	35,638 89
Light.....	1,116 17	2,012 46	1,066 27	404 05	263 55	1,857 66	906 72	258 10	350 43	8,255 42
Medicine and medical supplies.....	3,112 16	1,921 26	1,363 06	238 45	141 65	406 81	362 99	439 07	226 30	8,211 75
Salaries.....	7,745 69	6,188 79	6,759 92	5,131 67	8,585 09	27,894 25	6,970 90	2,250 00	9,984 07	81,490 29
Wages.....	21,881 46	21,436 76	10,524 22	3,769 61	3,574 05	6,279 99	5,961 45	1,383 86	.....	80,811 42
Books and stationery.....	262 34	667 98	151 79	135 91	1,911 96	1,979 20	554 91	113 70	629 86	5,807 90
Printing and advertising.....	212 00	603 40	166 00	264 90	81 60	102 60	274 25	149 50	181 14	2,042 39
Apparatus.....	.....	306 30	.....	110 08	.....	20 00	.....	360 22	.....	796 60
Music and musical instruments.....	21 70	43 23	187 78	13 14	142 971	7 00	73 50	.....	4 75	494 07
Amusements.....	539 25	524 60	407 44	106 93	.....	355 43	29 00	20 00	.....	1,983 25
Freight and transportation.....	6,362 51	1,532 25	4,363 55	1,270 25	375 58	1,668 91	486 41	91 15	2,149 92	18,920 93
Postage.....	414 57	258 54	111 86	92 10	55 86	194 60	170 86	42 58	102 82	1,452 89
Farm and garden.....	4,673 65	2,456 91	1,551 90	1,196 82	778 13	3,374 92	1,024 39	229 17	.....	16,545 75
Shops and machinery.....	53 06	906 86	590 23	100 00	746 26	3,636 46	.....	297 29	262 30	6,249 26
Expenses not classified.....	373 71	2,492 53	506 61	1,263 46	839 75	938 50	.....	219 32	.....	7,470 76
Total expenses.....	\$107,841 88	\$112,016 83	\$58,162 31	\$103,802 67	\$28,974 85	\$90,916 39	\$48,090 96	\$17,408 06	\$36,123 27	\$647,877 38
BALANCES, (September 30, 1876).										
Available income, as above.....	112,169 83	135,224 38	71,953 34	103,823 72	30,339 07	106,842 25	54,128 48	18,829 32	39,583 43	708,541 69
Total expense.....	107,841 88	112,016 83	58,162 31	103,802 67	28,974 85	99,916 39	48,090 96	17,408 06	36,123 27	647,877 38
Balance on hand.....	\$4,327 95	\$23,207 55	\$13,791 03	\$21 65	\$1,364 22	\$6,925 86	\$6,037 52	\$1,421 26	\$5,460 16	\$80,664 31

*L.—The Institutions in account*

## NORTHERN INSANE HOSPITAL.

Fund.	Balances Dec.1,1874.		Total receipts during year.	Total disbursements during year.	Balances Sept.30,1875	
	On hand	Overdraft			On hand	Overdraft
Ordinary expense.....	\$1,293 77		\$74,991 82	\$70,115 17	\$6,170 42	
Repairs.....			1,170 00	1,170 00		
South wing, construction.....	115 46			115 46		
South wing, furnishing.....	5,252 15		2,500 00	7,751 72	43	
Stock barn.....			3,000 00	3,000 00		
Sheds for wagons.....			500 00	500 00		
Piggery and henery.....			300 35	300 35		
High board fence.....			300 00	300 00		
Grading and shrubbery.....			964 00	964 00		
Laundry extension.....			1,528 66	1,534 41		5 75
Steam pump.....			350 00	350 00		
Additional furniture, north wing.....			2,000 00	1,990 88	9 12	
Hose and fire apparatus.....			1,000 00	975 00	25 00	
Total .....	\$6,661 38		\$88,601 83	\$89,066 99	\$6,204 97	\$5 75

## CENTRAL INSANE HOSPITAL.

Ordinary expense.....	\$1,016 79		\$99,232 59	\$78,636 35	\$21,613 03	
Repairs.....	861 83		4,000 00	7,511 65		\$2,649 82
New boiler.....				2,500 00		2,500 00
Total .....	\$1,878 62		\$103,232 59	\$88,648 00	\$21,613 03	\$5,149 82

## SOUTHERN INSANE HOSPITAL.

Ordinary expense.....	4,868 74		\$42,731 96	\$33,109 38	\$14,491 32	
Furniture, north wing.....			1,706 58	1,706 58		
Furniture, chapel.....			200 00	200 00		
Library, musical instruments, etc.....			780 00	780 00		
Pump-house.....			694 20	694 20		
Stock for farm and carriage.....			167 00	167 00		
Road from town of Anna.....			526 81	526 81		
Total.....	\$4,868 74		\$46,806 55	\$37,183 97	\$14,491 32	

with the local Treasurers.

NORTHERN INSANE HOSPITAL.

Fund.	Balances Oct. 1, 1875.		Total receipts during year.	Total disbursements during year.	Balances Sept. 30, 1876	
	On hand	Overdraft			On hand	Overdraft
Ordinary expense .....	\$6,170 42	.....	\$112,250 78	\$112,338 12	\$6,083 05	.....
South wing, furnishing.....	43	.....	.....	.....	43	.....
Furniture, north wing.....	9 12	.....	.....	9 12	.....	.....
Hose and fire apparatus .....	25 00	.....	.....	.....	25 00	.....
High board fence.....	.....	.....	402 95	402 95	.....	.....
1,000 rods of fencing .....	.....	.....	989 31	989 31	.....	.....
Laundry extension .....	.....	5 75	1,969 66	1,963 91	.....	.....
New boiler .....	.....	.....	1,491 76	1,491 76	.....	.....
Total .....	\$6,201 97	\$5 75	\$117,107 49	\$117,198 20	\$6,108 48	.....

CENTRAL INSANE HOSPITAL.

Ordinary expense .....	\$21,613 03	.....	\$110,843 92	\$109,248 90	\$23,208 05	.....
Repairs.....	.....	\$2,649 82	4,123 38	2,767 93	.....	\$1,294 37
New boiler.....	.....	2,500 00	2,500 00	.....	.....	.....
Total .....	\$21,613 03	\$5,149 82	\$117,467 30	\$112,016 83	\$23,208 05	\$1,294 37

SOUTHERN INSANE HOSPITAL.

Ordinary expense.....	\$14,491 32	.....	\$56,078 71	\$56,779 03	\$13,791 03	.....
Repairs.....	.....	.....	2,911 30	2,945 53	.....	\$34 23
Furniture, north wing.....	.....	.....	2,293 42	2,293 42	.....	.....
Furniture, chapel.....	.....	.....	1,053 75	1,053 75	.....	.....
Library, musical instruments, etc.....	.....	.....	1,230 00	1,220 00	.....	.....
Pump-house.....	.....	.....	282 08	282 08	.....	.....
Ice-house and cellar.....	.....	.....	1,920 50	1,920 50	.....	.....
Carpenter shop and tools.....	.....	.....	443 89	443 89	.....	.....
Tight board fence.....	.....	.....	514 14	656 54	.....	142 40
Improving grounds.....	.....	.....	333 85	333 85	.....	.....
Stock for farm and carriage.....	.....	.....	1,357 90	1,357 90	.....	.....
Reservoir or water-tank.....	.....	.....	1,520 50	1,520 50	.....	.....
Road from town of Anna.....	.....	.....	1,201 71	1,198 29	3 45	.....
Total.....	\$14,491 32	.....	\$71,131 81	\$72,005 28	\$13,794 48	\$176 63

## INSTITUTION FOR THE EDUCATION OF THE DEAF AND DUMB.

Fund.	Balances, Dec. 1, 1874		Total receipts during year.	Total disbursements during year.	Balances Sep. 30, 1875	
	On hand.	Overdraft			On hand.	Overdraft
Ordinary expense.....	\$20,500 56	.....	\$62,122 01	\$73,741 10	\$8,881 47	.....
Petit.....	5,125 49	.....	6,305 44	634 08	10,796 85	.....
Repairs.....	169 79	.....	.....	272 98	.....	\$103 19
Painting.....	48 00	.....	.....	48 00	.....	.....
Roofing.....	1,557 40	.....	.....	826 23	731 17	.....
Printing.....	114 12	.....	.....	114 12	.....	.....
Library.....	8 81	.....	.....	8 81	.....	.....
Bedding.....	54 78	.....	.....	54 78	.....	.....
Insurance.....	240 82	.....	.....	240 82	.....	.....
South wing.....	34 85	.....	.....	34 85	.....	.....
Flooring.....	79 21	.....	.....	79 21	.....	.....
Total.....	\$27,933 83	.....	\$68,427 45	\$76,054 98	\$20,409 49	\$103 19

## INSTITUTION FOR THE EDUCATION OF THE BLIND.

Ordinary expense.....	.....	\$349 02	\$26,540 29	\$24,392 42	\$1,798 85	.....
Contingent.....	.....	.....	553 51	371 35	182 16	.....
Repairs.....	.....	.....	.....	777 02	.....	\$777 02
Engine and boiler-house.....	.....	.....	.....	3,119 99	.....	3,119 99
Building.....	\$8 61	.....	.....	.....	8 61	.....
Furnishing.....	1,833 39	.....	.....	1,055 15	778 24	.....
Total.....	\$1,842 00	\$349 02	\$27,093 80	\$29,715 93	\$2,767 86	\$3,897 01

## ASYLUM FOR FEEBLE-MINDED CHILDREN.

Ordinary expense.....	\$7,133 82	.....	\$22,504 53	\$23,155 92	\$6,482 43	.....
Insurance and furniture.....	204 48	.....	290 76	495 24	.....	.....
Contingent.....	.....	.....	3,246 61	3,095 01	151 60	.....
Total.....	\$7,338 30	.....	\$26,041 90	\$26,746 17	\$6,634 03	.....

NOTE.—\$3,246 61 (contingent fund) was taken from ordinary expense fund and transferred to a separate account.

—Continued.

## INSTITUTION FOR THE EDUCATION OF THE DEAF AND DUMB.

Fund.	Balances Oct. 1, 1875		Total receipts during year.	Total disbursements during year.	Balances Sep. 30, 1876.	
	On hand	Overdraft			On hand.	Overdraft.
Ordinary expense .....	\$8,881 47	.....	\$79,204 40	\$81,160 04	\$6,925 83	.....
Petit .....	10,796 85	.....	.....	10,796 85	.....	.....
Repairs.....	.....	\$103 19	2,747 70	3,052 63	.....	\$408 12
Roofing.....	731 17	.....	.....	731 17	.....	.....
Pupils' library.....	.....	.....	475 75	475 75	.....	.....
Total.....	\$26,409 49	\$103 19	\$82,427 85	\$96,216 44	\$6,925 83	\$408 12

## INSTITUTION FOR THE EDUCATION OF THE BLIND.

Ordinary expense .....	\$1,798 85	.....	\$25,000 00	\$24,520 75	\$2,278 10	.....
Contingent.....	182 16	.....	1,749 25	1,209 40	722 01	.....
Repairs.....	.....	\$777 02	1,000 00	946 59	.....	\$723 61
Engine and boiler-house .....	.....	3,119 99	5,000 00	1,880 01	.....	.....
Building.....	8 61	.....	.....	.....	8 61	.....
Furnishing.....	778 24	.....	.....	90 40	687 84	.....
Books and maps for pupils.....	.....	.....	327 70	327 70	.....	.....
Total.....	\$2,767 86	\$3,897 01	\$33,076 95	\$28,974 85	\$3,696 56	\$723 61

## ASYLUM FOR FEEBLE-MINDED CHILDREN.

Ordinary expense.....	\$6,482 43	.....	\$27,266 16	\$33,723 33	\$25 26	.....
Contingent.....	151 60	.....	.....	151 60	.....	.....
Total.....	\$6,634 03	.....	\$27,266 16	\$33,874 93	\$25 26	.....

NOTE.—Of the \$151 60, balance of contingent fund, \$16 00 was paid out and the remainder \$135 60 was re-transferred to the ordinary expense fund.

## SOLDIERS' ORPHANS' HOME.

Fund.	Balances Dec.1, 1874		Total receipts during year.	Total disbursements during year.	Balances Sep.30,1875	
	On hand.	Overdraft			On hand.	Overdraft
Ordinary expense.....	\$2,633 47		\$42,963 12	\$43,426 43	\$2,170 16	
Repairs.....				967 11		\$967 11
Library.....	210 33			210 33		
Mattresses.....	873 11			873 11		
Bedsteads and springs.....	1,130 33			1,130 33		
Pillows.....	204 90			204 90		
Sheets and pillow-cases.....	65 79			65 79		
Blankets.....	525 76			525 76		
Bed-spreads.....	510 81			510 81		
Matting.....	2 15			2 15		
Total.....	\$6,156 65		\$42,963 12	\$47,916 72	\$2,170 16	\$967 11

## EYE AND EAR INFIRMARY.

Ordinary expense.....	\$1,608 23		\$11,370 87	\$9,286 45	\$3,592 65	
Furniture.....			1,780 07	1,780 07		
Repairs.....			30 20	30 20		
Barn.....			636 65	636 65		
Rent.....	785 00				785 00	
Total.....	\$2,393 23		\$13,817 79	\$11,833 37	\$4,377 65	

## STATE REFORM SCHOOL.

Ordinary expense.....	\$1,150 77		\$20,000 00	\$18,867 86	\$2,282 91	
Petroleum.....	13 00		4,976 33	4,133 59	855 74	
Laundry.....			500 00		500 00	
Barn.....			1,281 97	1,175 00	106 97	
Sewer.....			1,478 58	1,049 96	428 62	
Steam-heating.....			131 59		131 59	
School furniture.....			500 00	500 00		
Repairs.....			486 83	730 19		243 36
Jonathan Duff.....			400 00	257 50	142 50	
Total.....	\$1,163 77		\$29,755 30	\$26,714 10	\$4,448 33	\$243 36

NOTE.—The Jonathan Duff fund, \$400, is the amount withheld from moneys collected from the estate of Jonathan Duff to meet expense of litigation in suit against E. A. Clement.

—Continued.

## SOLDIERS' ORPHANS' HOME.

Fund.	Balances Oct. 1, 1875		Total receipts during year.	Total disbursements during year.	Balance Sep. 30, 1876	
	On hand.	Overdraft			On hand.	Overdraft.
Ordinary expense.....	\$2,170 16		\$50,681 79	\$46,776 72	\$6,075 23	
Repairs.....		\$967 11	1,993 64	1,026 53		
Library.....			250 00	250 00		
Total.....	\$2,170 16	\$967 11	\$52,925 43	\$48,053 25	\$6,075 23	

## EYE AND EAR INFIRMARY.

Ordinary expense.....	\$3,592 65		\$9,890 89	\$12,653 51	\$830 03	
Repairs.....			1,003 05	1,003 05		
Barn.....			1,863 35	1,863 35		
Surgical apparatus.....			286 45	286 45		
Furniture.....			1,407 93	1,407 93		
Rent.....	785 00			133 77	591 23	
Total.....	\$4,377 65		\$14,451 67	\$17,408 06	\$1,421 26	

## STATE REFORM SCHOOL.

Ordinary expense.....	\$2,282 91		\$30,000 00	\$32,282 91		
Petit.....	855 74		3,177 68	608 26	\$3,425 16	
Laundry.....	500 00			500 00		
Barn.....	106 97		218 03	325 00		
Sewer.....	428 62		3,521 42	3,950 04		
Library.....			500 00	500 00		
Roof.....			933 00	933 00		
Steam-heating.....	131 59		803 29	934 88		
New boiler.....			2,000 00	2,000 00		
Repairs.....		243 36	3,721 86	3,478 50		
Jonathan Duff.....	142 50			107 50	35 00	
Freight.....			147 66	147 66		
Total.....	\$4,448 33	\$243 36	\$45,022 94	\$45,767 75	\$3,460 16	

NOTE.—The freight fund is simply an advance payment for freight on materials for chair shop, repaid to the institution by the contractor.

[ R. ]

## DURATION OF TERMS AND VACATIONS.

1875.

*Institution for the Deaf and Dumb.*—Term of 1874-5 closed on Wednesday, June 9, 1875. Vacation of fourteen weeks. Term of 1875-6 opened on Wednesday, September 15, 1875.

*Institution for the Blind.*—Term of 1874-5 closed on Tuesday, June 1, 1875. Vacation of eighteen weeks. Term of 1875-6 opened on Wednesday, October 6, 1875.

*Asylum for Feeble-Minded Children.*—Term of 1874-5 closed on Wednesday, June 16, 1875. Vacation of thirteen weeks. Term of 1875-6 opened on Wednesday, September 15, 1875.

*Soldiers' Orphans' Home.*—Term of 1874-5 closed on Friday, June 18, 1875. Vacation of eleven and one-half weeks. Term of 1875-6 opened on Monday, September 6, 1875.

1876.

*Institution for the Deaf and Dumb.*—Term of 1875-6 closed on Wednesday, June 14, 1876. Vacation of fourteen weeks. Term of 1876-7 opened on Wednesday, September 20, 1876.

*Institution for the Blind.*—Term of 1875-6 closed on Tuesday, May 30, 1876. Vacation of eighteen weeks. Term of 1876-7 opened on Wednesday, October 4, 1876.

*Asylum for Feeble-Minded Children.*—Term of 1875-6 closed on Wednesday, June 21, 1876. Vacation of thirteen weeks. Term of 1876-7 opened on Wednesday, September 20, 1876.

*Soldiers' Orphans' Home.*—Term of 1875-6 closed on Thursday, June 29, 1876. Vacation of eleven and one-half weeks. Term of 1876-7 opened on Monday, September 18, 1876.



[ S. ]

TABLE showing amounts purchased of articles named.

Articles.	Measure .....	Year .....	Northern Insane Hospital .....	Central Insane Hospital .....	Southern Insane Hospital .....	Deaf and Dumb .....	Blind .....	People - Blind Children .....	Soldiers' Orphan's Home .....	Eye and Ear Infirmary .....	Reform School .....
<i>Breadstuffs</i> —											
Flour, wheat.....	Barrels.	1875	481	630	224	298	124	100	310	19	360
“ “ .....	“	1876	596	757	405	416	14	247	326	29	320
			1,077	1,387	629	714	138	347	636	48	680
“ Graham.....	Barrels.	1875	13	.....	10	.....	.....	.....	.....	.....	2
“ “ .....	“	1876	14	21	5	.....	.....	.....	1	.....	5
			27	21	15	.....	.....	.....	1	.....	7
“ buckwheat.....	Pounds.	1875	100	12	100	100	25	100	150	53	100
“ “ .....	“	1876	75	.....	57	.....	25	100	450	125	.....
			175	12	157	100	50	200	600	178	100
Meal, corn.....	Bushels.	1875	200	8	35	5	6	14	63	1	300
“ “ .....	“	1876	100	52	20	11	44	12	50	2	2
			300	60	55	16	50	26	113	3	302
“ oat.....	Barrels.	1875	1	.....	4	.....	.....	.....	2	.....	1
“ “ .....	“	1876	2	.....	1	.....	.....	3	.....	.....	2
			3	.....	5	.....	.....	3	2	.....	3
Crackers.....	Pounds.	1875	358	2,093	660	1,582	37	492	691	296	45
“ “ .....	“	1876	238	2,703	773	1,752	134	1,350	577	626	185
			596	4,796	1,433	3,334	171	1,842	1,368	922	230
Bread.....	Pounds.	1875	.....	.....	.....	.....	2,646	.....	.....	3,621	.....
“ “ .....	“	1876	.....	.....	.....	8	22,472	120	.....	5,621	.....
			.....	.....	.....	8	25,118	120	.....	9,245	.....
Hops.....	Pounds.	1875	.....	65	15	11	.....	.....	26	.....	5
“ “ .....	“	1876	62	43	50	3	.....	.....	20	.....	.....
			62	108	65	14	.....	.....	46	.....	5
Baking powder.....	Pounds.	1875	80	50	205	160	58	.....	182	85	120
“ “ .....	“	1876	83	199	110	147	60	37	105	150	88
			163	249	315	307	118	37	287	235	308
Soda.....	Pounds.	1875	.....	112	10	.....	.....	.....	22	6	.....
“ “ .....	“	1876	.....	.....	35	3	28	15	47	5	202
			.....	112	45	3	28	15	69	11	202
Cream tartar.....	Pounds.	1875	.....	.....	.....	.....	.....	59	.....	.....	.....
“ “ .....	“	1876	.....	2	20	.....	.....	.....	.....	1	.....
			.....	2	20	.....	.....	59	.....	1	.....
Cracked wheat.....	Barrels.	1875	5	1½	.....	.....	.....	.....	.....	.....	.....
“ “ .....	“	1876	8	2	.....	¾	.....	.....	.....	.....	1
			13	3½	.....	¾	.....	.....	.....	.....	1
Corn starch.....	Pounds.	1875	240	320	.....	.....	4	.....	160	20	.....
“ “ .....	“	1876	.....	.....	320	12	20	.....	40	5	40
			240	320	320	12	24	.....	200	25	40

Table "S"—Continued.

Articles.	Measure.....	Year.....	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb.....	Blind.....	Feeble-Minded Children.....	Soldiers' Orphan's Home.....	Eye and Ear Infirmary.....	Reform School.....
<i>Breadstuffs continued—</i>											
Sago and tapioca.....	Pounds.	1875	30	37	100			18			45
	"	1876		25		15	6	108		21	54
			30	59	100	15	6	126		21	99
Pearl barley.....	Barrels.	1875	2		1				15		
	"	1876	4								
			6		1				15		
<i>Meats, etc.—</i>											
Meats, fresh.....	Pounds.	1875	43,674	90,629	54,372	35,368	20,869	12,082	23,284	6,773	17,803
	"	1876	61,092	118,550	91,706	46,310	14,289	13,150	26,888	8,956	26,281
			101,766	209,179	146,078	81,678	35,158	25,232	50,172	15,729	44,084
Meats, salt.....	Pounds.	1875	11,417	21,898	2,700	4,085	481	1,313	8,818	770	
	"	1876	16,971	27,781	3,600	5,370	4,841	1,868	10,000	988	
			25,388	49,179	6,300	9,455	5,321	3,181	18,818	1,758	
Meats, smoked.....	Pounds.	1875	103	132	2,142	978	1,752	872	714	332	25
	"	1876	148	49	405	308	325	846	836	767	
			251	181	2,547	1,278	2,077	1,718	1,550	1,099	25
Soup-bones.....	Number	1875	825					174		9	
	"	1876	168	40				226	3	1	
			996	40				400	3	10	
Pigs' feet.....	Number	1875	53						24	36	
	"	1876							24	24	
			53					24	24	60	
Tongues.....	Number	1875	24	90			7	19	28	3	
	"	1876	15	3		83	14	10	85	5	
			39	93		83	21	29	113	8	
Tripe.....	Number	1875		4				19			
	"	1876		10		4		1	2		
				14		4		20	2		
Fish, fresh.....	Pounds.	1875	5,574	4,710	2,235	393	211	46	192	69	71
	"	1876	9,388	2,789	3,083	1,412	410	648	265		141
			14,962	7,499	5,318	1,805	621	694	457	69	212
Fish, salt.....	Pounds.	1875	3,817	1,168	1,310	511	50	110		58	
	"	1876	2,987	3,513	1,349			362	30	285	726
			6,804	4,681	2,659	511	50	472	30	343	726
Mackerel.....	Kits.	1875							8		
	"	1876	2				1			2	
			2				1		8	2	
Mackerel.....	Barrels.	1875	10								
	"	1876	13	2				1½			
			23	2				1½			
Fish, canned.....	Cans.	1875	141	196	189	690	110	72	98	60	
	"	1876	99	499	152	889	111	218	97	121	
			240	695	341	1,579	221	290	195	181	

Table "S"—Continued.

Articles.	Measure.....	Year.....	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb.	Blind.....	Foibles - Minded Children.....	Soldiers' Or-phan's Home.....	Eye and Ear In-stitution.....	Reform School.....
<i>Meats, etc—</i>											
Poultry.....	Dozens.	1875	235	43	11	40	24	21	35	1	2
".....	"	1876	50	68	19	50	20	35	30	15	.....
			285	111	30	70	44	59	65	19	2
Lard.....	Pounds	1875		546	1,161	50	193	1,089	2,724	484	.....
".....	"	1876	120	338	951	300	124	614	2,448	709	.....
			120	884	2,112	350	315	1,703	5,172	1,193	.....
Tallow.....	Pounds	1875	556	582							.....
".....	"	1876	336	731							.....
			892	1,313							.....
<i>Vegetables—</i>											
Potatoes.....	Bushels	1875	742	516	30	62	129	190	52	179	160
".....	"	1876	.....	1,071	312	114	431	170	1,347	279	223
			742	1,587	342	176	560	360	1,199	458	383
Beans.....	Barrels	1875	19	20	5	8	2	1	24	3	3
".....	"	1876	60	12	8	7	2	.....	18	2	.....
			79	32	13	15	4	1	42	5	3
Rice.....	Pounds	1875	1,442	.....	930	540	100	125	50	55	1,147
".....	"	1876	1,776	2,075	680	300	55	762	155	107	442
			3,218	2,675	1,610	840	155	887	205	162	1,589
Hominy.....	Pounds	1875	.....	1,140	.....	200	175	1,400	217	.....	.....
".....	"	1876	2,000	1,140	400	400	450	1,000	516	.....	600
			2,000	1,100	400	600	625	2,400	733	.....	600
Split peas.....	Barrels	1875	1	.....	.....	.....	.....	1	.....	.....	.....
".....	"	1876	6	.....	1	.....	.....	1	.....	.....	.....
			7	.....	1	.....	.....	2	.....	.....	.....
Canned.....	Cans	1875	56	162	156	174	31	435	114	464	11
".....	"	1876	48	101	95	100	78	480	96	763	6
			104	263	252	274	112	915	210	1,227	17
<i>Fruits—</i>											
Apples, green.....	Bushels	1875	309	98	14	25	139	28	60	24	4
".....	"	1876	250	220	16	15	72	46	55	27	135
			559	318	30	40	202	74	115	51	139
Berries.....	Quarts	1875	534	420	4	14	388	232	476	291	.....
".....	"	1876	802	1,371	24	905	549	1,065	1,157	572	.....
			1,336	1,791	28	919	937	1,297	1,633	863	.....
Cranberries.....	Bushels	1875	1	4	3	11	1	5	.....	4	.....
".....	"	1876	6	8	4	5	4	5	2	8	1
			7	12	7	6½	5	10	2	12	1
Peaches.....	Pecks	1875	3	12	.....	12	28	32	31	15	.....
".....	"	1876	116	.....	.....	20	21	32	26	81	.....
			119	12	.....	32	52	64	57	99	.....
Pears.....	Bushels	1875	7	10	.....	.....	1	.....	.....	1	.....
".....	"	1876	6	.....	.....	.....	1	.....	4	3	.....
			13	10	.....	.....	2	.....	4	4	.....

Table "S"—Continued.

Articles.	Measure.....	Year.....	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb.	Blind.....	Feeble-Minded Children.....	Soldiers Orphans Home.....	Eye and Ear Infirmary.....	Reform School.....
<i>Fruits continued—</i>											
Grapes.....	Pounds.	1875.....	.....	425.....	.....	.....	148.....	836.....	36.....	20.....	.....
.....	..	1876.....	232.....	.....	124.....	.....	920.....	151.....	299.....	30.....	316.....
.....	.....	.....	232.....	425.....	124.....	.....	1,068.....	1,007.....	335.....	50.....	316.....
Melons.....	Number	1875.....	.....	542.....	15.....	38.....	54.....	5.....	57.....	35.....	.....
.....	..	1876.....	.....	196.....	88.....	100.....	53.....	215.....	26.....	50.....	.....
.....	.....	.....	.....	738.....	103.....	138.....	107.....	220.....	83.....	85.....	.....
Oranges and lemons.....	Dozens.	1875.....	102.....	134.....	5.....	.....	74.....	115.....	35.....	34.....	5.....
.....	..	1876.....	105.....	219.....	21.....	44.....	76.....	142.....	102.....	60.....	5.....
.....	.....	.....	207.....	353.....	26.....	44.....	150.....	257.....	137.....	94.....	10.....
Canned.....	Cans.	1875.....	205.....	16.....	84.....	12.....	75.....	36.....	178.....	72.....	.....
.....	..	1876.....	138.....	184.....	120.....	20.....	64.....	833.....	255.....	133.....	6.....
.....	.....	.....	343.....	200.....	204.....	32.....	139.....	869.....	433.....	205.....	6.....
Apples, dried.....	Pounds.	1875.....	1,043.....	.....	284.....	839.....	380.....	250.....	935.....	46.....	838.....
.....	..	1876.....	2,331.....	816.....	385.....	1,113.....	352.....	228.....	732.....	96.....	412.....
.....	.....	.....	3,374.....	816.....	669.....	1,952.....	732.....	478.....	1,667.....	142.....	1,270.....
Peaches, dried.....	Pounds.	1875.....	6.....	34.....	.....	785.....	24.....	412.....	731.....	10.....	.....
.....	..	1876.....	12.....	25.....	496.....	836.....	12.....	289.....	534.....	.....	244.....
.....	.....	.....	18.....	59.....	496.....	1,621.....	36.....	701.....	1,265.....	10.....	244.....
Prunes.....	Pounds.	1875.....	1,512.....	854.....	232.....	810.....	55.....	181.....	502.....	138.....	354.....
.....	..	1876.....	3,220.....	1,535.....	618.....	2,092.....	230.....	166.....	372.....	420.....	998.....
.....	.....	.....	4,732.....	2,389.....	850.....	2,902.....	285.....	347.....	874.....	558.....	1,352.....
Raisins.....	Boxes.	1875.....	9.....	1.....	7.....	4.....	1.....	4.....	5.....	1.....	8.....
.....	..	1876.....	5.....	5.....	3.....	4.....	1.....	5.....	4.....	3.....	11.....
.....	.....	.....	14.....	6.....	10.....	8.....	2.....	9.....	9.....	4.....	19.....
Other dried fruits.....	Pounds.	1875.....	455.....	156.....	55.....	76.....	5.....	329.....	41.....	80.....	573.....
.....	..	1876.....	44.....	194.....	.....	923.....	29.....	300.....	39.....	69.....	690.....
.....	.....	.....	499.....	350.....	55.....	999.....	34.....	629.....	80.....	149.....	1,263.....
<i>Other provisions—</i>											
Milk.....	Gallons.	1875.....	.....	526.....	.....	12.....	.....	675.....	12,676.....	1,033.....	.....
.....	..	1876.....	.....	.....	.....	.....	.....	3,024.....	15,772.....	5,952.....	.....
.....	.....	.....	.....	526.....	.....	12.....	.....	3,699.....	28,448.....	6,985.....	.....
Butter.....	Pounds.	1875.....	9,708.....	25,154.....	4,358.....	6,025.....	2,598.....	3,345.....	3,867.....	1,965.....	37.....
.....	..	1876.....	16,350.....	19,255.....	8,343.....	9,096.....	2,394.....	3,050.....	3,639.....	3,267.....	441.....
.....	.....	.....	26,058.....	44,409.....	12,701.....	15,121.....	4,992.....	6,395.....	7,506.....	5,232.....	478.....
Cheese.....	Pounds.	1875.....	54.....	2,089.....	579.....	445.....	313.....	210.....	455.....	379.....	147.....
.....	..	1876.....	352.....	296.....	176.....	707.....	370.....	271.....	443.....	492.....	254.....
.....	.....	.....	406.....	2,385.....	755.....	1,152.....	683.....	481.....	898.....	871.....	401.....
Eggs.....	Dozens.	1875.....	1,965.....	3,533.....	1,368.....	1,591.....	580.....	894.....	526.....	509.....	79.....
.....	..	1876.....	3,626.....	4,410.....	2,177.....	2,234.....	647.....	1,407.....	647.....	882.....	86.....
.....	.....	.....	5,591.....	7,943.....	3,545.....	3,815.....	1,227.....	2,301.....	1,173.....	1,391.....	165.....
Cider.....	Gallons.	1875.....	4.....	.....	.....	.....	11.....	3.....	9.....	20.....	16.....
.....	..	1876.....	14.....	560.....	.....	.....	8.....	104.....	40.....	23.....	54.....
.....	.....	.....	18.....	560.....	.....	.....	19.....	107.....	49.....	43.....	70.....

Table "S"—Continued.

Articles.	Measure .....	Year .....	Northern Insane Hospital .....	Central Insane Hospital .....	Southern Insane Hospital .....	Deaf and Dumb.	Blind .....	People - Minded Children .....	Soldiers' Orphan's Home .....	Eye and Ear Infirmary .....	Reform School .....
<i>Other provisions contin'd—</i>											
Vinegar .....	Gallons.	1875	319	.....	.....	261	37	230	181	19	158
.....	.....	1876	687	437	276	642	147	135	186	41	197
			1,006	437	276	903	184	365	367	60	355
Tea .....	Pounds.	1875	1,439	1,296	796	250	97	94	152	89	49
.....	.....	1876	2,370	2,052	1,117	270	100	148	212	129	121
			3,809	3,348	1,913	520	197	242	364	218	170
Coffee .....	Pounds.	1875	1,985	5,692	3,040	1,480	200	514	1,121	215	862
.....	.....	1876	2,399	7,546	2,235	1,348	661	1,362	1,054	287	133
			4,384	13,238	5,275	2,828	921	1,876	2,175	502	995
Cahvey .....	Pounds.	1875	.....	.....	.....	.....	.....	.....	.....	.....	458
.....	.....	1876	264	.....	.....	.....	.....	.....	.....	.....	489
			264	.....	.....	.....	.....	.....	.....	.....	947
Chicory .....	Pounds.	1875	568	.....	150	.....	.....	.....	.....	.....	.....
.....	.....	1876	703	.....	.....	.....	.....	.....	.....	.....	.....
			1,271	.....	150	.....	.....	.....	.....	.....	.....
Sugar .....	Pounds.	1875	13,703	16,091	8,626	11,497	3,202	2,416	6,596	2,576	2,569
.....	.....	1876	21,475	20,111	8,731	18,015	3,029	4,638	6,344	4,191	1,714
			35,178	36,202	17,357	29,512	6,231	7,054	12,940	6,767	4,283
Syrups, etc. ....	Gallons.	1875	418	589	437	645	186	89	335	14	758
.....	.....	1876	1,042	1,130	431	1,426	230	149	284	14	955
			1,460	1,719	868	2,071	416	238	619	28	1,713
Honey .....	Pounds.	1875	.....	60	.....	.....	6	.....	17	40	.....
.....	.....	1876	52	.....	.....	150	100	23	20	29	.....
			52	60	.....	150	106	23	37	69	.....
Salt .....	Sacks.	1875	8	.....	.....	27	.....	48	.....	6	.....
.....	.....	1876	12	.....	.....	24	9	.....	.....	30	.....
			20	.....	.....	51	9	48	.....	36	.....
Salt .....	Barrels.	1875	15	22	11	19	5	4	10	.....	15
.....	.....	1876	11	12	11	15	3	5	9	.....	16
			26	34	22	34	8	9	19	.....	31
Mustard .....	Pounds.	1875	80	170	40	10	.....	.....	25	3	5
.....	.....	1876	142	.....	20	.....	25	10	15	.....	.....
			222	170	60	10	25	10	40	3	5
Pepper .....	Pounds.	1875	149	.....	62	50	20	27	100	6	2
.....	.....	1876	277	.....	20	30	23	27	55	7	31
			426	.....	82	80	43	54	155	13	33
Ice .....	Cwt.	1875	.....	.....	467	.....	.....	148	903	183	182
.....	.....	1876	87	386	78	23	119	365	769	327	168
			87	386	545	23	119	513	1,672	540	350
Fuel—											
Charcoal .....	Bushels.	1875	10	234	20	.....	.....	72	2	.....	.....
.....	.....	1876	.....	28	75	.....	.....	123	6	.....	.....
			10	262	95	.....	.....	195	8	.....	.....

Table "S"—Continued.

Articles.	Measure.....	Year.....	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb.	Blind.....	Feeble-Minded Children.....	Soldiers' Orphan Home.....	Eye and Ear Infirmary.....	Reform School..
<i>Fuel continued—</i>											
Coal, anthracite.....	Tons.....	1875	77								
“ “ .....	“ .....	1876	56	76		57	25			130	
			133	76		57	25			130	
Coal, bituminous.....	Tons.....	1875	3,442	1,527	1,220	1,153	527	63	1,028	140	686
“ “ .....	“ .....	1876	4,293	1,978	1,960	1,836	537	271	1,272		700
			7,735	3,505	3,180	3,029	1,064	334	2,300	140	1,386
Coke.....	Bushels..	1875		1,278		1,455					
“ “ .....	“ .....	1876		1,188		1,966					
				2,466		3,421					
Wood.....	Cords.....	1875				86		60	12	3	
“ “ .....	“ .....	1876				12	49	90	9		80
						98	49	130	21	3	80
<i>Light—</i>											
Candles.....	Pounds..	1875		60	40	40			120		
“ “ .....	“ .....	1876	112	40	36	36			130		
			112	100	76	76			250		
Gasoline.....	Gallons..	1875			2,232				3,878		1,351
“ “ .....	“ .....	1876	3		4,617				3,976		1,090
			3		6,869				7,854		2,441
Gas .....	1,000 feet	1875		534		516	109	115		60	
“ “ .....	“ .....	1876		714		563	69	126		103	
				1,248		1,079	178	241		163	
Oil, kerosene .....	Gallons..	1875		10		10	30		10		340
“ “ .....	“ .....	1876	88	11	48	9	15	3	4	1	446
			88	21	48	19	45	3	14	1	786
Oil, hard and sperm.....	Gallons..	1875	96		239	23		5	16		
“ “ .....	“ .....	1876		49			12	7	57		
			96	49	239	23	12	12	73		
Petroleum.....	Gallons..	1875	7,552								
“ “ .....	“ .....	1876	11,861								
			19,413								

[ T. ]

TABLE showing consumption of articles named, per capita, for twenty-two months, from December 1, 1874, to September 30, 1876.

Articles.	Measure.....	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb.	Blind.....	Feeble-Minded Children .....	Soldiers' Orphans Home.....	Eye and Ear Infirmary.....	Reform School..
Breadstuffs.....	Pounds.	474.00	480.00	601.00	542.00	674.00	677.00	450.00	412.00	812.00
Meat and fish.....	"	623.00	455.00	739.00	350.00	551.00	303.00	250.00	412.00	233.00
Vegetables.....	Pecks.	7.36	11.12	6.72	3.16	28.84	13.52	17.16	38.44	8.12
Rice and hominy.....	Pounds.	10.85	6.30	8.93	5.30	9.87	30.15	3.08	3.30	11.34
Fruit.....	Quarts.	43.00	21.57	6.29	9.13	.....	46.88	2.03	7.30	.....
" .....	Pounds.	19.57	7.14	11.53	28.65	28.30	32.31	15.07	12.18	26.97
Oranges and lemons.....	Number	5.16	7.07	1.39	1.94	.....	28.29	5.40	23.02	.62
Butter.....	Pounds.	54.17	74.14	56.45	55.59	63.19	58.67	24.69	106.77	2.47
Cheese.....	"	.85	3.98	3.35	4.23	8.64	4.41	2.95	17.77	2.08
Eggs.....	Number	139.00	159.00	189.00	168.00	186.00	253.00	46.00	341.00	10.26
Cider and vinegar.....	Gallons.	2.13	1.66	1.23	3.32	2.57	4.33	1.36	2.10	2.20
Tea.....	Pounds.	7.92	5.59	8.50	1.91	2.49	2.22	1.20	4.45	.88
Coffee.....	"	12.93	22.10	24.11	10.40	11.66	17.22	3.86	10.25	10.06
Sugar.....	"	73.13	60.44	77.14	108.50	78.87	64.71	42.56	138.10	22.19
Syrups, etc.....	Gallons.	3.03	2.87	3.85	7.61	5.27	2.18	2.04	.57	8.87
Average number of persons fed.....		481	509	225	272	79	109	304	49	193





Miscellaneous .....	1875	1,465 86	99 25	178 16	1,297 86	467 98	255 60	257 61	.....	80 06
„ .....	1876	1,315 57	498 32	715 96	2,007 89	391 63	102 31	241 15	128 00	113 27
		\$2,811 43	\$697 57	\$894 12	\$3,215 75	\$859 61	\$357 91	\$181 79	\$128 00	\$193 33
<i>Furniture.</i>										
Manufactured articles.....	1875	5,060 08	393 55	1,930 23	177 29	372 70	195 03	1,731 40	1,303 40	912 29
„ .....	1876	4,68 21	1,637 60	313 31	2,112 23	122 65	339 50	236 10	314 10	536 80
		\$5,128 42	\$1,341 15	\$2,243 54	\$2,289 52	\$495 35	\$554 53	\$1,970 50	\$1,617 50	\$1,119 09
Carpets, curtains, etc .....	1875	121 77	498 87	2,398 20	396 20	137 80	76 96	179 16	91 38	268 68
„ .....	1876	3 74	901 57	2,127 02	1,161 23	40 50	73 14	248 66	462 51	186 01
		\$125 51	\$1,093 41	\$4,515 32	\$1,367 49	\$178 30	\$150 10	\$428 12	\$536 89	\$151 69
Mattresses, pillows, etc.....	1875	2,496 98	70 12	105 50	1,043 80	12 00	492 47	1,078 01	173 50	68 60
„ .....	1876	.....	681 68	67 96	266 15	.....	76 50	173 00	286 60	.....
		\$2,496 98	\$751 80	\$173 46	\$1,309 95	\$42 00	\$178 97	\$1,251 01	\$400 10	\$68 60
Queenware and cutlery .....	1875	1,021 67	401 48	276 27	398 82	95 65	63 60	380 17	137 51	227 52
„ .....	1876	313 87	556 08	100 11	854 36	71 70	253 83	296 46	168 46	299 79
		\$1,335 54	\$957 56	\$376 38	\$1,253 18	\$467 35	\$317 43	\$676 93	\$365 97	\$527 31
Tin and iron.....	1875	1,101 59	416 15	149 90	250 11	101 30	123 00	63 37	99 75	169 80
„ .....	1876	107 63	321 60	271 43	269 91	78 15	115 40	39 40	102 45	397 69
		\$1,209 21	\$737 75	\$421 33	\$520 02	\$179 45	\$268 40	\$102 77	\$292 20	\$567 49
<i>Food.</i>										
Breadstuffs .....	1875	3,021 51	5,056 11	1,545 03	1,902 16	986 20	751 81	2,191 22	437 23	2,431 00
„ .....	1876	3,800 67	6,093 69	2,601 60	3,183 66	1,132 15	1,888 31	2,531 93	733 67	2,312 71
		\$6,821 61	\$11,149 25	\$4,146 63	\$5,085 82	\$2,118 35	\$2,643 15	\$4,729 15	\$1,470 90	\$4,746 71
Meats, etc.....	1875	5,253 11	9,045 99	5,471 25	3,831 58	1,637 34	3,748 96	1,004 12	1,400 60	1,406 35
„ .....	1876	7,529 16	11,140 77	8,139 82	4,676 06	2,015 93	1,759 75	3,946 52	1,360 60	1,906 35
		\$12,782 27	\$20,186 76	\$13,611 07	\$8,507 64	\$3,653 28	\$5,508 71	\$4,975 67	\$2,761 20	\$3,312 70
Vegetables .....	1875	1,023 70	721 22	190 57	292 52	277 28	453 65	608 41	410 91	359 61
„ .....	1876	503 71	695 17	397 60	130 73	322 82	465 59	789 16	588 51	115 90
		\$1,527 41	\$1,330 39	\$588 17	\$383 25	\$600 43	\$919 24	\$1,397 57	\$1,029 45	\$465 51

Table "C"—Continued.

Items.		Northern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble- minded Children.	Soldiers' Orphans' Home.	Eye and Ear Infir- mary.	Reform School.
Fruit .....	1875.....	874 25	416 61	195 41	417 37	367 91	399 71	735 83	228 79	252 07
	1876.....	1,299 30	731 97	567 70	700 68	350 35	609 86	1,639 99	392 36	439 33
Tea, coffee, etc.....	1875.....	\$2,173 33	\$1,178 58	\$763 11	\$1,118 65	\$718 26	\$1,069 57	\$1,775 82	\$621 15	\$711 40
	1876.....	1,351 13	2,102 45	1,375 23	558 80	106 46	210 43	416 79	187 25	302 73
Milk.....	1875.....	1,987 22	2,631 81	1,261 30	566 81	21 99	419 71	423 48	260 25	267 11
	1876.....	\$3,338 35	\$1,731 29	\$2,639 55	\$1,065 61	\$318 45	\$630 17	\$810 27	\$147 50	\$569 87
Butter.....	1875.....	2,132 56	6,422 57	1,265 09	6 00	.....	122 40	2,059 71	206 01	.....
	1876.....	4,099 97	4,934 93	2,102 71	.....	.....	520 63	2,655 21	297 60	.....
Cheese.....	1875.....	\$6,532 33	\$11,357 50	\$3,397 80	\$3,913 27	\$1,316 69	\$1,006 68	\$2,251 66	\$1,590 12	\$112 78
	1876.....	8 00	267 81	77 18	77 20	58 02	37 43	73 81	58 07	21 20
Sugar.....	1875.....	41 10	292 78	17 48	99 11	57 76	40 07	58 67	86 66	33 18
	1876.....	\$52 10	\$500 62	\$94 66	\$176 61	\$105 78	\$77 50	\$132 48	\$141 73	\$54 68
Syrup and molasses.....	1875.....	1,417 70	1,613 58	851 68	1,210 15	331 71	276 37	702 36	277 29	266 49
	1876.....	2,112 32	2,690 52	881 33	1,819 67	326 76	486 21	679 40	456 42	181 69
Eggs.....	1875.....	\$3,560 02	\$3,654 10	\$1,733 01	\$3,059 22	\$661 47	\$762 58	\$1,381 76	\$733 71	\$350 58
	1876.....	256 11	391 90	291 32	420 28	121 84	60 20	273 63	15 65	412 66
.....	1875.....	521 46	678 35	265 96	912 38	143 37	94 53	257 23	12 90	495 74
	1876.....	\$778 10	\$1,070 25	\$560 28	\$1,332 66	\$265 21	\$151 73	\$530 26	\$27 95	\$308 40
.....	1875.....	319 12	432 48	298 36	228 77	82 49	140 00	105 70	100 97	15 51
	1876.....	510 69	530 42	287 16	269 98	83 41	194 25	101 55	106 91	11 50
.....	.....	\$859 21	\$932 90	\$165 52	\$198 75	\$165 90	\$331 25	\$207 25	\$207 88	\$27 01

Cider and vinegar.....	1875 1876	61 57 147 85	.....	183 81	42 30 77 00	49 48 121 86	10 85 30 91	47 96 49 19	47 92 60 37	11 93 25 80	40 25 28 71
Other provisions.....	1875 1876	\$209 42 315 93 568 50	\$183 81 219 50 374 23	\$119 30 200 15 133 89	\$171 34 161 14 131 85	\$41 76 43 75 186 01	\$108 29 514 38 572 02	\$67 73 72 78 155 11	\$68 96 153 88 255 51		
<i>Clothing, Bedding, etc.</i>		\$884 43	\$593 73	\$514 01	\$312 90	\$229 76	\$1,086 40	\$227 89	\$109 39		
Manufactured clothing.....	1875 1876	4,727 92 6,910 69	4,497 58 5,728 05	1,279 00 1,215 27	2,024 05 3,537 30	210 80 258 25	1,209 11 1,997 48	2,912 30 3,593 41	10 88 26 81	1,519 50 1,034 75	
Blankets, sheets, etc.....	1875 1876	\$11,628 61 331 85 644 10	\$10,225 63 879 15 2,441 31	\$2,194 27 106 98 328 93	\$5,581 35 30 03 15 75	\$469 05 8 00 17 95	\$3,206 02 16 67 677 37	\$6,505 71 813 03 52 00	\$37 69 78 61 96 62	\$2,454 25 46 86 500 00	
Materials.....	1875 1876	\$975 95 1,358 55 1,867 20	\$3,320 46 2,998 74 3,958 11	\$445 91 1,474 15 694 62	\$15 78 672 31 1,019 98	\$25 95 227 90 209 16	\$894 01 504 14 923 00	\$805 03 3,502 67 4,525 05	\$175 23 149 95 122 78	\$516 86 799 53 1,550 92	
Findings.....	1875 1876	\$3,225 75 272 22 278 26	\$6,956 85 328 33 480 61	\$2,168 77 169 46 36 02	\$1,692 29 101 30 76 02	\$437 06 25 71 50 32	\$1,427 14 76 45 122 21	\$8,087 72 120 52 274 71	\$272 75 ..... 3 75	\$2,539 85 101 60 122 83	
Laundry supplies.....	1875 1876	\$530 48 1,299 97 1,363 31	\$808 94 800 47 1,196 62	\$205 48 498 04 321 73	\$177 32 1,074 90 1,350 04	\$76 06 131 68 153 18	\$198 69 253 48 385 48	\$395 23 785 85 860 77	\$3 75 102 05 139 11	\$221 43 853 74 153 52	
Household expenses.....	1875 1876	\$2,663 28 521 65 806 78	\$1,997 09 400 23 443 46	\$819 77 293 08 371 35	\$2,425 03 337 74 485 50	\$281 86 158 78 131 70	\$638 96 428 44 450 57	\$1,616 62 ..... .....	\$301 16 55 48 118 22	\$1,007 26 122 11 477 67	
Fuel.....	1875 1876	\$1,328 43 12,478 96 11,415 81	\$843 69 3,637 62 5,133 89	\$664 43 1,643 60 2,488 10	\$823 24 3,445 19 4,693 54	\$293 48 1,247 11 1,593 89	\$654 54 383 11 855 71	\$701 48 3,150 40 3,065 24	\$173 70 1,235 50 1,212 50	\$399 78 1,816 53 2,001 15	
		\$26,589 80	\$8,811 51	\$4,132 00	\$8,128 73	\$2,843 00	\$1,258 82	\$6,195 64	\$2,418 00	\$9,817 08	

Table "U"—Continued.

Repairs, etc.		Northern Insane Hospital.		Central Insane Hospital.		Southern Insane Hospital.		Deaf and Dumb.		Blind.		Feeble-Minded Children.		Soldiers' Orphans' Home.		Eye and Ear Infirmary.		Reform School.	
		1875	1876	1875	1876	1875	1876	1875	1876	1875	1876	1875	1876	1875	1876	1875	1876	1875	1876
Light		\$632 28	1,116 17	\$1,773 79	2,012 46	\$706 22	1,066 27	\$1,712 45	1,857 66	\$412 59	263 55	\$410 51	600 21	\$863 19	883 72	\$181 50	258 10	\$370 07	530 43
		\$1,718 45	\$3,786 25	\$3,786 25		\$1,772 49		\$3,600 11		\$706 11		\$410 75		\$1,717 21		\$139 60		\$720 50	
Medicine and medical supplies		2,400 71	3,112 16	1,827 10	1,921 26	1,170 63	1,363 06	203 51	406 81	186 65	111 65	155 36	210 45	266 14	359 01	227 06	439 07	132 13	226 30
		\$5,212 90	\$3,718 36	\$2,533 69	\$610 35	\$2,533 69		\$610 35		\$328 30		\$235 81		\$625 18		\$606 13		\$358 13	
Salaries and wages		19,358 15	25,601 85	13,651 95	25,577 17	13,651 95	10,524 22	51,171 24	51,171 24	11,810 20	12,159 65	7,219 77	8,925 28	10,017 20	12,932 35	2,581 77	3,623 86	8,175 07	9,984 07
		\$52,585 30	\$56,227 42	\$23,579 17	\$30,751 41	\$23,579 17		\$30,751 41		\$23,969 25		\$16,115 65		\$22,979 55		\$6,215 62		\$18,439 11	
Books and stationery		267 80	262 31	407 16	667 98	813 79	151 79	511 77	1,979 20	354 14	1,011 96	214 66	475 50	817 98	572 77	107 13	113 70	277 65	629 86
		\$530 11	\$1,075 11	\$905 58	\$2,190 97	\$905 58		\$2,190 97		\$1,366 10		\$390 16		\$1,390 75		\$220 83		\$907 51	
Printing and advertising		184 75	212 00	614 85	603 46	128 05	166 00	51 10	102 60	35 60	81 00	497 50	233 20	260 50	258 53	171 95	119 50	99 95	181 14
		\$396 75	\$1,218 25	\$291 05	\$173 70	\$291 05		\$173 70		\$117 20		\$730 70		\$519 03		\$321 45		\$281 69	
Apparatus					306 30			20 00				51 52	109 79			360 22			
				\$306 30				\$20 00				\$161 31				\$360 22			
Music and amusements		465 50	560 95	162 75	567 82	1,427 53	595 22	109 50	362 43	750 10	113 57	139 18	108 47	26 40	93 50				
		\$1,026 45	\$730 56	\$730 56	\$2,024 75	\$2,024 75		\$531 33		\$863 97		\$217 65		\$119 90		\$20 00		\$4 75	
Express charges		145 15	211 26	66 15	76 15	87 55	95 25	119 30	88 80	33 50	32 90	29 90	35 65	19 50	13 75	5 35	21 70	46 65	18 35
		\$356 41	\$112 40	\$182 80	\$208 10	\$182 80		\$208 10		\$46 40		\$56 55		\$33 25		\$27 65		\$95 00	
Freight bills		3,421 31	5,098 19	491 75	588 25	2,351 23	3,569 10	151 63	301 61	140 76	114 73	28 08	61 35	81 75	45 76	11 41		639 19	409 16
		\$8,522 53	\$1,080 00	\$5,800 33	\$136 27	\$5,800 33		\$136 27		\$285 49		\$90 63		\$127 51		\$41 41		\$1,078 35	

Freight, etc.

Telegraphing.....	1875 69 57	25 07	29 75	24 82	1 25	3 15	16 29	1 30	43 18
“.....	1876 86 40	25 64	15 20	48 08	1 10	10 83	33 89	60	41 52
Transportation.....	1875 863 23	1,203 85	960 85	323 05	105 64	296 34	874 50	.....	1,042 90
“.....	1876 409 24	566 35	313 10	1,011 36	89 55	220 50	145 20	34 25	955 64
Trustees' expenses.....	1875 \$1,272 47	\$1,770 20	\$1,273 35	\$1,364 41	\$95 19	\$486 84	\$977 70	\$34 25	\$1,998 54
“.....	1876 570 85	137 30	335 35	108 00	97 70	180 27	559 64	126 55	489 10
“.....	1876 36 00	262 90	430 90	135 00	51 90	956 74	303 08	51 60	713 75
Hauling.....	1875 \$606 85	\$420 20	\$706 25	\$243 00	\$149 60	\$1,117 01	\$802 72	\$161 15	\$1,202 85
“.....	1876 1,205 77	18 65	.....	94 20	34 65	55 25	.....	17 00	.....
“.....	1876 521 42	12 96	.....	53 43	55 40	4 08	.....	.....	.....
Postage.....	1875 \$1,727 19	\$31 59	.....	\$147 63	\$90 05	\$89 33	.....	\$17 00	.....
“.....	1876 604 40	234 35	95 00	193 32	82 11	130 57	140 40	41 00	97 05
“.....	1876 414 57	258 51	111 86	191 00	55 86	89 60	170 86	42 58	102 82
Live stock.....	1875 \$678 97	\$582 89	\$206 86	\$587 92	\$137 97	\$280 17	\$311 26	\$86 58	\$490 87
“.....	1876 .....	.....	.....	.....	.....	.....	.....	.....	.....
Tools, etc.....	1875 \$1,675 00	\$1,250 00	\$305 00	\$637 50	\$132 50	\$755 00	\$315 00	.....	\$50 00
“.....	1876 439 35	56 65	228 75	28 90	193 35	40 54	33 31	4 10	202 70
“.....	1876 465 29	555 48	1,018 21	382 63	6 85	211 83	47 20	35 55	297 76
Other expenses.....	1875 \$804 64	\$532 14	\$1,276 96	\$410 93	\$200 20	\$252 37	\$80 51	\$89 65	\$500 46
“.....	1876 1,333 35	535 83	487 37	1,778 05	719 30	1,062 35	1,075 03	173 03	1,118 12
“.....	1876 1,458 37	1,421 43	478 69	2,992 89	638 78	783 18	664 89	193 62	912 09
Expenses of Shops.....	1875 \$2,791 72	\$1,917 26	\$306 06	\$4,770 94	\$1,358 08	\$1,845 53	\$1,739 92	\$366 64	\$2,060 24
“.....	1876 .....	.....	.....	.....	.....	.....	.....	.....	.....
Broom shop.....	1875 .....	.....	.....	.....	881 45	.....	.....	.....	.....
“.....	1876 .....	16 48	.....	.....	489 99	.....	.....	.....	.....
Brush shop.....	1875 .....	\$16 48	.....	.....	\$1,371 44	.....	.....	.....	.....
“.....	1876 .....	.....	.....	.....	227 39	.....	.....	.....	.....
“.....	1876 .....	.....	.....	.....	9 92	.....	.....	.....	.....
“.....	1876 .....	.....	.....	.....	257 51	.....	.....	.....	.....

## Farm and Garden.

## Expenses of Shops.



## [ V. ]

TABLE showing the comparative cost of provisions in nine State Institutions,  
for twenty-two months, from December 1, 1874, to September 30, 1876.

Articles.	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb..	Blind .....	Feeble-Minded Children.....	Soldiers' Orphans' Home .....	Eye and Ear In- firmity .....	Reform School...
Breadstuffs.....	\$14 19	\$18 61	\$18 43	\$18 69	\$26 82	\$24 25	\$15 16	\$23 90	\$24 59
Meats, etc.....	26 16	33 70	60 51	31 29	56 98	31 17	25 32	48 25	17 29
Vegetables.....	3 17	2 32	2 61	1 41	7 60	8 43	4 60	21 01	2 62
Fruits.....	4 52	1 97	3 39	4 11	9 09	9 26	5 81	12 67	3 68
Tea, coffee, etc. ....	6 94	7 90	11 73	3 92	4 03	5 78	2 76	9 13	2 95
Milk.....		01		02		5 90	15 57	10 28	
Butter.....	13 58	18 96	15 10	14 50	17 04	14 74	7 42	32 45	63
Cheese.....	11	94	42	65	1 34	71	43	2 95	28
Sugar.....	7 40	6 10	7 70	11 24	8 37	7 00	4 54	14 97	1 82
Syrup and molasses.....	1 61	1 78	2 49	4 90	3 36	1 42	1 74	57	4 70
Eggs.....	1 79	1 61	2 29	1 83	2 10	3 06	68	5 47	14
Cider and vinegar.....	43	30	53	63	52	89	35	76	36
All other provisions.....	1 84	99	2 24	1 15	2 91	9 01	3 57	4 65	2 12
Total.....	\$80 74	\$95 19	\$127 35	\$94 34	\$140 16	\$121 62	\$87 98	\$187 06	\$61 18
Cost per month .....	3 67	4 33	5 78	4 29	6 37	5 53	4 00	8 50	2 77

[NOTE.—By an error of the printer Tables “M” to “Q,” which should have followed “L,” beginning on page 248, were omitted in their proper place, and are inserted here.]

[ M. ]—TABLE showing the movement of the Population for the fiscal year 1875.

INSTITUTION.	In institution Dec. 1, 1874.			Since admitted or returned.			Since discharged or absent.			Remaining Sept. 30, 1875.		
	Male.		Total.	Male.		Total.	Male.		Total.	Male.		Total.
		Female.			Female.			Female.			Female.	
Northern Insane Hospital.....	135	79	214	166	180	346	74	39	113	227	220	447
Central Insane Hospital.....	232	212	474	161	102	263	153	137	290	240	207	447
Southern Insane Hospital.....	83	50	133	67	36	103	51	27	78	99	59	158
Institution for the Deaf and Dumb.....	201	140	341	29	18	47	57	25	82	173	133	306
Institution for the Blind.....	61	46	107	5	2	7	65	47	112	1	1	2
Asylum for Feeble-Minded Children.....	66	27	103	9	7	16	20	14	34	55	30	85
Soldiers' Orphans' Home.....	148	133	301	23	18	41	67	33	100	104	138	242
Eye and Ear Infirmary.....	17	6	23	125	88	213	125	78	203	17	16	33
State Reform School.....	169	.....	169	78	.....	78	76	.....	76	171	.....	171
Total.....	1,112	733	1,865	663	451	1,114	687	400	1,088	1,087	804	1,891

NOTE.—The foregoing table is nearly correct, but not quite. In consequence of several inaccuracies in the returns made by the institutions, it is not possible to make an exact statement except for the insane hospitals and the Asylum for Feeble-Minded Children.



[MM.]—TABLE showing the movement of the Population for the fiscal year 1876.

INSTITUTION.	In institution Oct. 1, 1875.			Since admitted or returned.			Since discharged or absent.			Remaining Sept. 30, 1876.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Northern Insane Hospital.....	227	220	447	109	86	195	98	81	179	228	225	453
Central Insane Hospital.....	210	207	417	110	118	228	139	100	239	241	225	466
Southern Insane Hospital.....	99	59	158	88	58	146	28	35	63	150	82	231
Institution for the Deaf and Dumb.....	173	133	306	31	23	54	21	24	45	183	132	315
Institution for the Blind.....	1	1	2	45	46	91	45	46	91	1	1	2
Asylum for Feeble-Minded Children.....	55	50	105	15	17	32	20	11	31	50	36	86
Soldiers' Orphans' Home.....	104	138	242	45	45	90	26	54	80	122	129	251
Eye and Ear Infirmary.....	17	16	33	278	148	426	267	153	420	28	11	39
State Reform School.....	171	.....	171	84	.....	84	81	.....	81	174	.....	174
Total.....	1,087	801	1,888	835	541	1,376	725	504	1,229	1,197	811	2,008

NOTE.—The foregoing table is nearly correct, but not quite. In consequence of several inaccuracies in the returns made by the institutions, it is not possible to make an exact statement, except for the insane hospitals and the Asylum for Feeble-Minded Children.

[N.]

TABLE showing number of Inmates actually present on the 1st day of December, 1874, in eight State Institutions, from each county in the State

Counties.	Northern In- sane Hospital.	Central In-sane Hospital.	Southern In- sane Hospital.	Deaf and Dumb.	Blind.	Feeble-Minded Children.	Soldiers' Or- phan's Home.	Eye and Ear In- firmity.	Total.
Adams.....	1	24	4	11	3	3			46
Alexander.....		1	7	3	1	1			13
Bond.....	1	2	1	12					6
Boone.....	1	1					1		3
Brown.....		3		1					4
Bureau.....	8	3		4	3	3	3		24
Calhoun.....		3			1				4
Carroll.....	1	12		3	1	1			8
Cass.....		4	2			1			9
Champaign.....		9		8	3	3	10		33
Christian.....		6	1	12		2			13
Clark.....		3			1		6		13
Clay.....			4	3	2	2			11
Clinton.....		12	3	1		2			9
Coles.....		5	1	3	1	1	1	1	13
Cook.....	51	30		48	8	14	10	5	166
Crawford.....			1	8					9
Cumberland.....		2					1		4
DeKalb.....	3	2			1	1			9
DeWitt.....	2	4	2	2	1	2	5		18
Douglas.....	2	5	3	1					11
DuPage.....	5	3		1					9
Edgar.....	2	2	2	4	2				12
Edwards.....		1				1	2		4
Edlingham.....		5		1	1				7
Fayette.....		1	1	3	2		4		11
Ford.....	2	4		3					9
Franklin.....		1	5	1					7
Fulton.....	1	7		5	2	1			16
Gallatin.....		1	3		1				5
Greene.....		5	4	1			1		12
Grundy.....	3	2		6			5		16
Hamilton.....		1	1						2
Hancock.....	1	8		12	4	3	8		36
Hardin.....			4						4
Henderson.....		3			1			1	5
Henry.....	5	4		8	2	1	3	1	24
Iroquois.....	4	5	1	4		1	3		18
Jackson.....		1	4	2	1				7
Jasper.....		1	2	1					4
Jefferson.....									0
Jersey.....		7		1	2	2	4	1	17
Jo Daviess.....	5	3				3	2		13
Johnson.....			2						1
Kane.....	18	1		10	2	4		1	36
Kankakee.....	8	5	10	3		1	2		29
Kendall.....	1	1	2			1			5
Knox.....		8		7	3	1	3		22
Lake.....	5	1			1		1		8
LaSalle.....	17	5		15		2	17		58
Lawrence.....		1	7	3		1			14
Lee.....	5	4		4	2	1	3		19
Livingston.....	4	9	1	3	1	1	12		31
Logan.....		10		2	1	2	7		22
Macon.....	3	6	1	2	1	1	10		24
Macoupin.....		9		7	5				21
Madison.....		16	1	1	3	2		2	25
Marion.....	2	1	3	1		1	14		22
Marshall.....	2	5		1			4		12
Mason.....		4		3			2		9

Table "N."—Continued.

Counties.	North ern In- sane Hospital.	Central In- sane Hospital.	Southern In- sane Hospital.	Deaf and Dumb.	Blind.	Feeble-Minded Children.	Soldiers' Or- phan's Home.	Eye and Ear In- firmity.	Total.
Massac.....		1							1
McDonough.....		6		7	1	2	5		23
McHenry.....	5	12	2	3	1	2	5		20
McLean.....	1	10	3	3	4	3	13		37
Menard.....	1	4	1	1	1				8
Mercer.....		12	2		1	2	5		12
Monroe.....		3			2				5
Montgomery.....	1	4	2	6					13
Morgan.....		13		20	1	5	2		44
Moultrie.....		2		1	2		4		12
Ogle.....	4	3		1		1		1	13
Peoria.....	1	14		3	3		18		41
Perry.....		4	3		1				9
Piatt.....		4							4
Pike.....		12		4	2	1	4		23
Pope.....			3						3
Pulaski.....		2	3		1	1			6
Putnam.....	1	1		1			7		10
Randolph.....		1	1	2		1			5
Richland.....		3	2	3					8
Rock Island.....	1	12		2	1		37		53
Saline.....		1	2		1				4
Sangamon.....	1	21		4	5	4	6		41
Schuyler.....	1	10			2	1			14
Scott.....		2		1		1	9		13
Shelby.....	1	3	3	2					9
Stark.....	1	3			1		2	2	9
St. Clair.....		7	11	2	3	2	2		27
Stephenson.....	3	4	1	3		1		1	13
Tazewell.....	1	6		7			3	1	18
Union.....		1	3			1	3		8
Vermilion.....	2	7		5	4			1	19
Wabash.....		1	3	1					5
Warren.....		7		1	1				9
Washington.....		4	1	3	2				10
Wayne.....		2	1	1					4
White.....			2	3					5
Whiteside.....	2	2		5			8		17
Will.....	16	5		10		3	9		43
Williamson.....	1	2	2						5
Winnebago.....	7	4		2		2			16
Woodford.....		3		3		1	9		16
Totals.....	214	461	134	341	107	103	301	15	1,676

[O.]

TABLE showing number of Inmates admitted into nine State Institutions, from each county in the State, between the 1st day of December, 1874, and the 30th day of September, 1875.

Counties.	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb.	Blind.....	People - Minded & Children.....	Soldiers' Orphan's Home..	Eye and Ear Infirmary.....	Reform School...	Total .....
Adams.....		19			1			1	4	25
Alexander.....			3						5	3
Bond.....		4	12					1		17
Boone.....	4							1		5
Brown.....		4		1				1		6
Bureau.....	15	1					2	4	1	23
Calhoun.....		1								1
Carroll.....	3							5		8
Cass.....		6			1					7
Champaign.....		1		1			1			3
Christian.....		4		1						5
Clark.....		3		12			4			19
Clay.....			1							1
Clinton.....	1		3							4
Coles.....		5		12						17
Cook.....	112	2	1	8		4	2	39	2	165
Crawford.....	1		1				1			3
Cumberland.....		1			1	1	2			5
De Kalb.....	5			1				1		7
De Witt.....		4							1	5
Douglas.....		5								5
Du Page.....	5									5
Edgar.....		8								8
Edwards.....			3							3
Effingham.....			10							10
Fayette.....			2							2
Ford.....	4		1						5	10
Franklin.....		1	2							3
Fulton.....		10		2						12
Gallatin.....									12	12
Greene.....		13	1			1				15
Grundy.....	3					1	2	2	1	9
Hamilton.....			2							2
Hancock.....		4					2			6
Hardin.....										
Henderson.....				1						1
Henry.....	12			1		1		5	3	22
Iroquois.....	10	1		1			3	5		20
Jackson.....			5			1			2	8
Jasper.....			2							2
Jefferson.....			2			1	1			4
Jersey.....							1	3		4
Jo Daviess.....	13			1				2		16
Johnson.....			3							3
Kane.....	11	1		3	1			6	3	25
Kankakee.....	10									10
Kendall.....	4	1	1							5
Knox.....	22	2			1		1		4	30
Lake.....	3							5		8
La Salle.....	12			1			6	8		27
Lawrence.....			1		1				1	3
Lee.....	9							1		10
Livingston.....	15	3		1			1			19
Logan.....		6				1	6	5		18
Macon.....		1		1			1			3
Macoupin.....		5		1				2		8
Madison.....		10	1					1		12
Marion.....			6				3	2		11
Marshall.....		2		1						3
Mason.....		2				1	1	2		6

TABLE "O."—Continued.

Counties.	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb	Blind.....	Feeble - Minded Children.....	Soldiers' Orphans' Home..	Eye and Ear Infirmary.....	Reform School.....	Total .....
Massac.....			1							1
McDonough.....		6					1	3		10
McHenry.....	7			1				1		9
McLean.....		13					4	3	2	22
Menard.....		6							1	4
Mercer.....		6					1	2	2	9
Monroe.....			3			1				4
Montgomery.....		6						5		11
Morgan.....		9				2		3		14
Moultrie.....		12		1		1				4
Ogle.....	7					1		2		9
Peoria.....		9		1			5		2	17
Perry.....			2					2		4
Piatt.....		1						1		2
Pike.....		10						1		11
Pope.....										
Pulaski.....			2							2
Putnam.....	2							5		7
Randolph.....		2	5						1	8
Richland.....		1	4	1				1		7
Rock Island.....		11			1	1	2	4		19
Saline.....			3	1						4
Sangamon.....	1	13		2					1	17
Schuyler.....		5								5
Scott.....		4						1		5
Shelby.....		6	1					1	1	9
Stark.....	4	1						1		6
St. Clair.....			7	1	1				1	10
Stephenson.....	13						3	7	1	24
Tazewell.....	1	9		1				5	1	17
Union.....			5							5
Vermilion.....		4						3		7
Wabash.....			5					2		7
Warren.....		7		2				1		10
Washington.....			3							3
Wayne.....			1							1
White.....			3							3
Whiteside.....	9			1				3		13
Will.....	13			2			6	3		24
Williamson.....			5	2					1	8
Winnebago.....	14			1				1		16
Woodford.....	1	4		1			3	3		12
Totals .....	346	272	103	47	8	17	65	166	75	1,099

[ OO. ]

TABLE showing number of Inmates admitted into nine State Institutions, from each county in the State, between the 1st day of October, 1875, and the 30th day of September, 1876.

Counties.	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb.	Blind.....	Feeble - Minded Children.....	Soldiers' Orphan Home.....	Eye and Ear Infirmary.....	Reform School.....	Total.....
Adams.....		24							6	30
Alexander.....			6						1	7
Bond.....		1								1
Boone.....	3				1					4
Brown.....		3								3
Bureau.....	7				1			6		14
Calhoun.....		1								1
Carroll.....	2							1	1	4
Cass.....			4							6
Champaign.....		12						6	1	12
Christian.....		1								1
Clark.....		1								4
Clay.....			3							3
Clinton.....			3					1		4
Coles.....		3		2				1	2	8
Cook.....	74			14	3	12	1	55	16	165
Crawford.....			2							2
Cumberland.....		1					3			4
DeKalb.....	4					12		6	1	13
DeWitt.....		12		1					1	4
Douglas.....		3						1		4
DuPage.....	3					1		1		4
Edgar.....		8	2	1		1			1	13
Edwards.....			1							1
Ellingham.....			3	1						4
Fayette.....										
Forl.....	1							2	1	4
Franklin.....			4	2						6
Fulton.....		14						4	2	20
Gallatin.....			1							1
Greene.....		5	3				1			9
Grundy.....	5						3	1	5	14
Hamilton.....			5							5
Hancock.....		7							1	8
Hardin.....			1							1
Henderson.....		2							1	3
Henry.....	6		3	1	1	1		2		14
Iroquois.....	1							9		10
Jackson.....			5						1	6
Jasper.....										
Jefferson.....			12							2
Jersey.....		7				1		1		11
Jo Daviess.....	2						3	1		13
Johnson.....			1							1
Kane.....	11				1			5		17
Kankakee.....	5		6					3		14
Kendall.....	1									1
Knox.....	10	1	3	1				4	3	21
Lake.....	2			1				6		9
LaSalle.....	7		1	3	2		3	7		23
Lawrence.....						1				1
Lee.....	6								2	8
Livingston.....	7			12		12		2		15
Logan.....		8	1	1			3	4		17
Macon.....		6		1			17	1		26
Macoupin.....		7				1		1	2	11
Madison.....		4		1						5
Marion.....			3				3			6
Marshall.....		3						1		4
Mason.....		5						1		6

Table "OO."—Continued.

Counties.	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb.	Blind.....	Feeble - Minded Children.....	Soldiers' Orphan's Home.....	Eye and Ear Infirmary.....	Reform School.....	Total.....
Massac.....			3							3
McDonough.....		7		2					3	12
McHenry.....	6					2	1	5		15
McLean.....		13					11	15	1	40
Menard.....		1								1
Mercer.....		2			1					5
Monroe.....			7							10
Montgomery.....		3								3
Morgan.....		12		1			3	3	1	20
Moultrie.....		3		1						4
Ogle.....	6			1				2		9
Peoria.....		12		4	1	3			7	27
Perry.....			3			1				4
Piatt.....		2					3	1		6
Pike.....		4		1						5
Pope.....			1							1
Pulaski.....			2							2
Putnam.....	1							5		6
Randolph.....			5	1					1	7
Richland.....			1							2
Rock Island.....		12		1			1	10	1	25
Saline.....			1							1
Sangamon.....		11		1				9	1	25
Schuyler.....		5	3	1				5		14
Scott.....		3					1			5
Shelby.....		5						1	2	8
Stark.....	3		1							4
St. Clair.....			2	3	1					28
Stephenson.....	5							1		7
Tazewell.....		9		1				1	1	12
Union.....			5			1	3		1	10
Vermilion.....		10		2		1		5		18
Wabash.....			6				4			10
Warren.....		6		1	1		5	2	4	19
Washington.....			4			1				5
Wayne.....			3							3
White.....			3				1			4
Whiteside.....	4									7
Will.....	8			1			4	3	1	17
Williamson.....			4					4	2	10
Winnebago.....	5			1	1			3	6	16
Woodford.....		4					2			6
Totals.....	195	249	146	54	14	21	83	218	83	1,063

[ P. ]

TABLE showing number of days' board given to Inmates of nine State Institutions, from each county in the State, between the 1st day of December, 1874, and the 30th day of September, 1875.

Counties.	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb.	Blind.....	Feeble-Minded Children.....	Soldiers' Orphan's Home.....	Eye and Ear Infirmary.....	Reform School.....	Total.....
Adams.....	178	8,434		1,900	522	483		9	3,307	14,833
Alexander.....		304	3,291	698	124	304			4,504	9,350
Bond.....	178	656	516	290				1		1,551
Boone.....	445						184	97		726
Brown.....		1,027		448				3	465	1,943
Bureau.....	3,044	164		422	555	718	920	256		6,360
Calhoun.....		809			184					993
Carroll.....	713	352		611	184	213		105		2,178
Cass.....		2,375	512	412	167	199			193	3,858
Champaign.....		3,247		1,567	512	734	2,192		584	8,836
Christian.....		2,089		391		429				2,909
Clark.....		970		414	184		2,192		608	4,368
Clay.....			1,001	799	368	443				2,611
Clinton.....	166	768	635	206		508				2,283
Coles.....		1,940		648	144	304	184	206	891	4,317
Cook.....	25,375	9,274	72	9,911	1,311	3,105	2,192	2,412	14,600	68,252
Crawford.....	219		423	1,610			184			2,436
Cumberland.....		421			163	16	1,288			1,888
DeKalb.....	1,419	352		420	124	304		4	406	3,089
DeWitt.....	356	1,375		410	124	221	920	144	504	3,914
Douglas.....	356	1,004		193						2,153
DuPage.....	1,839	528		221					304	3,883
Edgar.....	356	1,344	780	801	298					3,559
Edwards.....		256	431			199	368			1,254
Effingham.....		1,281	1,038	199	184					2,701
Fayette.....		704	322	588	368		736			2,718
Ford.....	1,183	704	132	618					403	3,040
Franklin.....		654	1,744	200						2,598
Fulton.....	178	3,225		1,221	268	304			334	5,630
Gallatin.....		220	912		184				405	1,721
Greene.....		2,502	1,269	149		115	368			4,403
Grundy.....	1,322	352		1,212		8	1,840	190	2,451	7,375
Hamilton.....		256	442							698
Hancock.....	304	1,583		2,049	681	718	1,840		280	7,455
Hardin.....			813							816
Henderson.....		912			184		184			1,280
Henry.....	2,593	686		2,078	368	231	552	200	1,047	7,755
Iroquois.....	1,870	1,016		809		215	1,704	99		5,113
Jackson.....		256	2,156	397	184	17			758	3,768
Jasper.....		139	811	191						1,191
Jefferson.....			252			87	184			523
Jersey.....		1,912		412	368	432	920	272		4,316
Jo Daviess.....	3,030	528		15		698	920	2		5,193
Johnson.....			787							787
Kane.....	6,965	460		2,029	501	1,037		43	1,900	12,935
Kankakee.....	2,967	880	2,758	618		304	368			7,875
Kendall.....	1,520	176	697			216				2,609
Knox.....	2,335	1,680		1,390	487	200	736		2,440	9,268
Lake.....	1,903	176			184		184	63		2,510
La Salle.....	5,931	880		2,862	271	420	4,784	451	87	15,716
Lawrence.....		92	2,410	688	596	157			44	3,927
Lee.....	2,652	701		807	368	304	552	119	263	5,769
Livingston.....	2,906	1,653		605	130	215	2,760		301	8,570
Logan.....		3,373		412	184	644	2,944	188	163	7,908
Macon.....	534	2,515		597	156	215	5,152		738	9,907
Macoupin.....		2,796		1,442	929			284	305	5,736
Madison.....		3,314	436	206	512	308		39		7,231
Marion.....	468		2,270	206		199	3,680	43	304	7,170
Marshall.....	356	1,772		221			736		231	3,313
Mason.....		962		601		16	552	45		2,176



## Table "P."—Continued.

Countries.	Northern In same Hospital	Capital Insane Hospital	Northern In same Hospital	Insane Prisons	Insane	Female Madmen in Cubbin	Madmen in Prisons	Insane in Hospitals	Insane in Prisons	Total
Massey		84	155							239
McDonough		116								116
McHenry	2,024	170								2,194
McLean	34	3,950								4,024
Menard	177	1,844								2,021
Mercer		1								1
Monroe		100								100
Montgomery	34	1,250								1,284
Morgan		3,368								3,368
Moultrie		60								60
Ogle	1,580	412								2,002
Pecora	126	1,282								1,408
Perry		282								282
Platte		1,402								1,402
Pike		4								4
Pope		1								1
Pulaski		112								112
Putnam	652	154								806
Randolph		50								50
Richland		74								74
Rock Island	178	1,551								1,729
Saline		24								24
Sangamon	24	1,473								1,497
Schuyler	17	3,200								3,217
Scott		529								529
Shelby	34	1,954								1,988
Stark	86	65								151
St. Clair		1,036								1,036
Stephenson	1,027	704								1,731
Tazewell	86	3,448								3,534
Union		81								81
Vermilion	46	2,316								2,362
Wabash		304								304
Warren		1,035								1,035
Washington		1,162								1,162
Wayne		60								60
White		62								62
Whiteside	1,473	52								1,525
Will	3,027	80								3,107
Williamson	244	52								296
Winnebago	3,833	704								4,537
Woodford	177	1,584								1,761
Totals	94,190	142,576	10,053	8	18,889	21,368	8	1,186	8	288,888

[ PP. ]

TABLE showing number of days' board given to Inmates of nine State Institutions, from each county in the State, between the 1st day of October, 1875, and the 30th day of September, 1876.

Counties.	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb.	Blind. ....	Feeble - Minded Children.....	Soldiers' Orphan Home.....	Eye and Ear Infirmary.....	Reform School.....	Total .....
Adams .....		12,938		2,144	480	542			3,983	20,087
Alexander .....		257	3,662	540	240	366			4,817	9,882
Bond.....		1,517	21	259						1,797
Boone.....	743				46			119		908
Brown.....		1,792		1,317					366	3,475
Bureau .....	6,744			1,072	639	812		159	42	9,468
Callhoun.....		1,182								1,182
Carroll.....	1,409			799	240	267		360	166	3,181
Cass.....		2,119	1,124	700	243	327				4,513
Champaign.....		4,809		1,709	692	998		281	532	9,021
Christian.....		3,164		259		277				3,700
Clark.....		1,090		1,005	240				479	2,814
Clay.....			1,951	799	472	632				3,854
Clinton.....	61		1,521	270		277		104		2,233
Coles.....		2,980		2,273		266		2	745	6,264
Cook.....	52,166	7,896	365	14,648	1,347	3,596		3,599	18,274	101,891
Crawford.....			989	1,834						2,823
Cumberland.....		351			203	270				824
DeKalb.....	3,000			810	40	503		267	891	5,511
DeWitt.....		2,500		551	240	558			612	4,461
Douglas.....		2,593		262				186		3,041
DuPage.....	3,721			540				1	366	4,628
Edgar.....		3,347	394	1,297	240	173			37	5,488
Edwards.....			1,273							1,273
Efingham.....			3,893	238	279					4,410
Fayette.....			701	511	215					1,427
Ford.....	2,678			810				146	1,648	5,282
Franklin.....		366	2,319	513						3,198
Fulton.....		6,081		1,604	479	366		99	916	9,545
Gallatin.....			872		238				509	1,319
Greene.....		5,315	572							5,887
Grundy.....	2,590			1,339		280		64	2,635	6,908
Hamilton.....			1,752							1,752
Hancock.....	366	3,259		2,685	462	421			159	7,355
Hardin.....			488							488
Henderson.....		1,515			478				181	2,174
Henry.....	6,051		624	1,631	610	561		339	963	10,809
Iroquois.....	4,018			792		326		178		5,314
Jackson.....			3,005	281	238	266			1,451	5,241
Jasper.....			1,664	263						1,727
Jefferson.....			628			277				905
Jersey.....		2,524	413	529	463	709		306		4,944
JoDavies.....	4,432		1,436	529		689		1		7,087
Johnson.....			1,716							1,716
Kane.....	10,042	253	1,061	3,059	476	1,054		287	1,846	18,078
Kankakee.....	5,092			799		366		233		6,480
Kendall.....	1,818		366			282				2,466
Knox.....	6,679	133	628	1,169	726			409	2,908	12,652
Lake.....	3,056			210	243			435		3,944
LaSalle.....	7,600		107	3,530	345	277		421		12,280
Lawrence.....			2,022	270	723	210			282	3,507
Lee.....	4,550			810	479	366			316	6,521
Livingston.....	5,039	205		1,421		876		134		7,785
Logan.....		4,834	205	539	238	924		348		7,088
Macon.....		4,361		534		557		93	366	5,911
Macoupin.....		4,077		1,779	933	11		375	346	7,521
Madison.....		6,962		280	490	233				7,965
Marion.....			2,518	259					366	3,143
Marshall.....		2,975		529				85		3,589
Mason.....		1,542		799		282		164		2,787
Massac.....		257	437							694
McDonough.....		3,835		2,432		366			537	7,170
McHenry.....	4,599			1,340		772		139		6,850
McLean.....	366	7,862		1,169	481	579		486	923	11,866
Menard.....		2,742		220	232				366	3,560

Table "PP."—Continued.

Counties.	Northern Insane Hospital.....	Central Insane Hospital.....	Southern Insane Hospital.....	Deaf and Dumb.	Blind.....	Feeble - Minded Children .....	Soldiers' Orph- ans' Home .....	Eye and Ear In- firmity.....	Reform School ..	Total .....
Mercer .....		2,935			437	554		109		4,035
Monroe.....		257	2,437			366		283		3,343
Montgomery.....	366	3,253		1,515				236		5,370
Morgan.....		5,295		3,217	239	1,381		395	41	10,478
Moultrie.....		1,137		1,598	480	266				3,481
Ogle.....	3,474			550				64	324	4,412
Peoria.....		5,921		1,304	708	906			5,267	14,106
Perry.....		257	1,331	270		364				2,222
Platt.....		1,411						130		1,541
Pike.....		3,261		1,023	128	277				4,689
Pope.....			1,242							1,242
Pulaski.....			1,721		240	201				2,168
Putnam.....	1,252			239	235			313	293	2,350
Randolph.....		276	2,861	963					1,022	5,065
Richland.....			1,861	549				205	119	2,734
Rock Island.....		5,426		799	480	7		844	100	7,656
Saline.....			1,556	529	240					2,325
Sangamon.....		7,508		1,926	454	784		620	1,262	12,554
Schuyler.....		3,279	680	281				182	306	4,788
Scott.....		1,795		269		266		64		2,391
Shelby .....	366	4,520		1,202				111	1,842	8,041
Stark.....	2,371		206		240					2,817
St. Clair.....		771	9,157	935	474	266			957	12,560
Stephenson.....	5,016			540		269		10	543	6,378
Tazewell.....		4,701		1,175				233	366	6,475
Union.....			2,276			462			186	2,924
Vernilion.....	366	3,189		1,559	903	230		599	732	7,588
Wabash.....		126	2,116	270						2,512
Warren.....		4,418		1,561	114			189	733	7,015
Washington.....		257	2,259		220	3				3,087
Wayne.....		257	1,325			11				1,593
White.....			1,926						366	2,792
Whiteside.....	3,410			1,313				315	682	5,751
Will.....	9,936			2,452		930		549	284	14,151
Williamson.....			3,446	534				104	678	4,762
Winnebago.....	6,104			1,169	245	532		70	1,313	9,483
Woodford.....		2,864		551		282		8		3,705
Totals.....	169,501	170,847	74,633	94,244	20,055	29,277		15,294	65,880	639,731



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